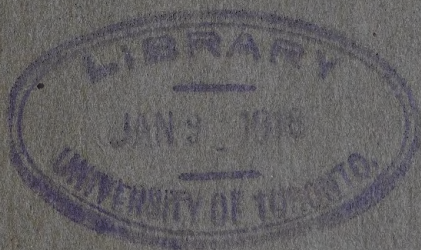


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COMMISSION OF CONSERVATION
CANADA

Urban and Rural Development in Canada

Report of Conference

Held at

Winnipeg, May 28-30, 1917

OTTAWA, 1917

COMMISSION OF CONSERVATION

*Constituted under "The Conservation Act," 8-9 Edward VII, Chap. 27, 1909, and
amending Acts, 9-10 Edward VII, Chap. 42, 1910, and 3-4
George V, Chap. 12, 1913.*

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HON. WILLIAM J. ROCHE, Minister of the Interior, Ottawa.
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HON. AUBIN E. ARSENAULT, Premier, Prince Edward Island, Charlottetown
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HON. A. B. HUDSON, Attorney-General, Manitoba.
HON. GEORGE W. BROWN, Regina, Saskatchewan.
HON. ARTHUR L. SIFTON, Premier, Minister of Railways and Telephones, Alberta.
HON. T. D. PATTULLO, Minister of Lands, British Columbia.

Assistant to Chairman, Deputy Head:

MR. JAMES WHITE.

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TO HIS EXCELLENCY, VICTOR CHRISTIAN WILLIAM, DUKE OF DEVONSHIRE, MARQUIS OF HARTINGTON, EARL OF DEVONSHIRE, EARL OF BURLINGTON, BARON CAVENDISH OF HARDWICKE, BARON CAVENDISH OF KEIGHLEY, K.G., P.C., G.C.M.G., G.C.V.O., ETC., ETC., GOVERNOR GENERAL OF CANADA.

May it please Your Excellency :

The undersigned has the honour to lay before Your Excellency a report of a Conference on Urban and Rural Development in Canada, held at Winnipeg, Man., on May 28-30, 1917, under the auspices of the Civic Improvement League of Canada and the Commission of Conservation.

Respectfully submitted

CLIFFORD SIFTON

Chairman

Ottawa, Sept. 29, 1917

OTTAWA, CANADA,

Sept. 28, 1917

SIR:

I beg to transmit herewith a report of a Conference on Urban and Rural Development, held at Winnipeg, Man., on May 28-30, 1917, under the joint auspices of the Civic Improvement League of Canada and the Commission of Conservation, associated with many local organizations working in the interest of better housing and living conditions in Canada.

Respectfully submitted

JAMES WHITE

Deputy Head and Assistant to Chairman

SIR CLIFFORD SIFTON, K.C.M.G.

Chairman

Commission of Conservation

Introductory Note

A CONFERENCE on Urban and Rural Development was held in Winnipeg on May 28-30, in conjunction with the second annual meeting of the Civic Improvement League of Canada, and under the auspices of the Civic Improvement League of Winnipeg and the Commission of Conservation of Canada, associated with the Citizens' Research League, Winnipeg Board of Trade, Retail Merchants' Association, Rotary Club, Manitoba Association of Architects, Winnipeg Printers' Board of Trade, Industrial Bureau, and allied organizations of Winnipeg.

The annual meeting of the National Council of Women was held in Winnipeg at the same time and co-operated in a joint session.

Through the courtesy of the Greater Winnipeg Waterworks Commission a visit was made to the construction works on the new waterworks system for Greater Winnipeg, which was much appreciated by the delegates.

Reports of the preliminary meeting, held on November 15, 1915, and of the first annual meeting, held on January 20, 1916, have been published by the Commission of Conservation. These, with the present report, form a complete record of the formation and objects of the League and give an outline of the aims and progress of civic improvement in Canada.

Urban and Rural Development in Canada

Report of Conference

HELD AT

Winnipeg, May 28-30, 1917

THE first session of the Conference was called to order at 10.30 a.m., on Monday, May 28. Mr. G. W. Markle, president of the Winnipeg Civic Improvement League, occupied the chair, and there were present to welcome the delegates, His Honour Sir James A. M. Aikins, Lieutenant-Governor of Manitoba; Hon. T. H. Johnson, Acting Premier of Manitoba, and Controller Cockburn, Acting Mayor of Winnipeg.

Before officially opening the conference, the chairman called upon Mr. James White, Deputy Head and Assistant to Chairman of the Commission of Conservation, to make an announcement.

MR. JAMES WHITE: Your Honour, Mr. Chairman, ladies and gentlemen, I have to transmit to you Sir Clifford Sifton's regrets that he will not be able to be present at this meeting. In his absence he requests me to read the following letter:

"It is with extreme regret that I find myself obliged to relinquish the idea of being at the Winnipeg meeting. I only arrived home two days ago, and there are matters pending which require my presence here during the next week and which I am entirely unable to postpone or neglect. I had hoped to be here some weeks earlier, but the serious exigencies of ocean travel at the present time prevented it.

"I feel confident that civic improvement in Canada has been undertaken under promising auspices. There is no doubt a spirit of social awakening abroad and a civic consciousness which has up to recent times been noticeably absent. We have always had public spirit in abundance, but it has not always been wisely directed. The conviction that it is the duty of the country to remove the blots and eye-sores and sources of disease and crime known as slums is of recent origin, but it is now without doubt a deep and abiding conviction in the minds of our best citizens. With it comes the belief that it is the duty of the country to so order its affairs that there can be no recurrence of these evils, and that the average worker, no matter in how humble a sphere, shall be assured of the possibility of having a home at once healthful and stimulating to his higher faculties.

"This, in my judgment, is the sum of the aim of town planning and civic improvement. The elaboration of the superstructure will follow without difficulty after the foundation is well laid.

"The city of Winnipeg has begun its work of municipal improvement under great and almost unique difficulties. Its original plan of survey forced upon it by the necessities of the case was almost the worst possible. It had some few redeeming features but, speaking generally, the foundation for the work was of a most unfavourable character. Nevertheless, the progressive spirit of the people of Winnipeg has manifested itself, and those who, like myself, have of late years only visited the city at considerable intervals, have observed very great improvement from time to time.

"Departures have been made, I understand, which are new to the municipal experience of Canadian cities. There is no reason why these departures should not go much further, providing they all contribute directly to making the life of the average citizen more healthful and happy. The housing question is more imperative in its demand for attention in the western city than anywhere else in Canada, and it would be an inspiring example for the remainder of the country if an attempt were made to deal with it on broad and comprehensive lines. Winnipeg abounds in wealthy, energetic and public-spirited citizens, and there is surely no worthier subject for the employment of their energies than those civic problems upon the solution of which the well-being of the country depends.

"Let it be well understood that town planning and civic improvement is not a fad, looking to the extravagant expenditure of public money for the gratification of the wealthy few. Rather is it a work for the economizing of the civic resources and the employment of civic capital and credit in works whose benefit will accrue most directly and most largely to those who are most in need of it.

"I trust that you will have a successful and profitable meeting."

Mr. Thomas Adams intimated that he had received telegrams from Sir John Willison and Mr. Geo. F. Benson (Montreal) expressing their great regret at inability to attend the conference.

The Chairman then introduced His Honour Lieut-Gov. J. A. M. Aikins.

SIR J. A. M. AIKINS: On behalf of Manitoba and the City of Winnipeg, I most cordially welcome the members of this conference. Your meeting in Winnipeg has a significance which extends beyond the objects for which you are met, for it suggests one means by which we can draw into closer relations the scattered peoples and provinces of Canada. The people from the east will realize that there lies beyond an important west which belongs to them, and those from the west that there are people of the east whose friendship is worth having. We need such sentiment for, in the consolidation of Canada, so necessary to national strength, we are

lacking in some of those bonds which create national solidarity, such as common language, common race, common religion and geographical barriers to separate us from peoples under other sovereign jurisdictions. For this, however, we may be truly thankful that the foundations of our system of government, of our laws and institutions are built from stones hewn out of the quarry of a splendid British past; British struggles for liberty and British sacrifices have laid that foundation.

You are here to assist in building a superstructure suited to Canadian conditions worthy of the foundation and the founders and this very purpose will make also for greater unity. As I understand it, that purpose is, first, to evolve the best thought and principles for urban and rural development; second, to mould those thoughts and principles into a system easy to be understood and applied by the people in all provinces; and, third, the creation of such a strong public opinion that such system will be adopted throughout Canada and so produce uniformity in method.

To illustrate: One of your purposes is to improve municipal government. I use the word *municipal* in its broad sense. Improve it, not by the imposition on the people of perfect machinery, to be operated by a centralized few, but improve it in such a way that the people will take an interest in it and realize that its success or failure rests upon that interest. The people must be trained to self-government. In such training lies the strength and safety of democracy. The only school in which the people can get that fundamental training is in the management of municipal affairs, which so closely concern their daily lives. Can you devise a scheme which will be efficient and at the same time democratic, and have it adopted throughout Canada?

We heartily welcome you, because this conference and the Civic Improvement League, under the auspices of which you meet, are voluntary organizations. All voluntary organizations having for their object the public good give opportunity for the expansion of public spirit in individuals; they keep the people interested in the people and are promoters of democracy. They discourage machine rule and the hireling.

We need in civil life to listen to the words of Demosthenes, and in recent times, of Salisbury, spoken in reference to war, "I will tell you how to succeed. Cease to hire your soldiers, cease to fill your ranks with the discards of creation. Go stand in the ranks yourselves, then, dying, you shall die gloriously or, victorious, yours shall be such a victory as nothing in the past can excel or rival."

So let us in civic life cease to hire men to do the work which representative citizens with public spirit should undertake, cease to vote into office men who are lacking in character or capacity. Go stand in those ranks yourselves; then, if you do not always win, you will have the satisfaction of having done your duty, but if you are successful, we will have a civic government unequalled by any heretofore.

What our 400,000 men, the pride of Canada, have done at Ypres and Vimy Ridge, our unselfish men at home can strive to equal in the fight for better things in urban and rural development in Canada.

THE CHAIRMAN: It is now my pleasure to introduce to you Hon. Thomas H. Johnson, Acting Premier of Manitoba.

HON. T. H. JOHNSON: Mr. Chairman, ladies and gentlemen: His Honour has welcomed you properly and cordially on behalf of the province of Manitoba, and it is scarcely fitting that I take up any considerable portion of your time, but, in the absence of the Premier, there is a word or two I would like to say.

There are a great many things to be done for the improvement of not only our city governments but our provincial governments and our national government, and your league is organized for that purpose. It is a symptom of the changed conditions in our public affairs, and an acknowledgment that it is improper, unjust, and unrighteous that our soldiers should offer up their lives and everything that they have in the world for our common country, while those who are entrusted with the government of our country should be neglectful of the duties that devolve upon them. There should be consecration to public service in the one as in the other.

Ladies and gentlemen, I welcome you here. There are numberless questions which we, as Canadians, need to study, in which we, as Canadians, must improve. It is inconceivable that we should learn nothing from these serious times through which we are passing. It is inconceivable that we should let pass all these opportunities for public service and for learning and improving our governments whether in city, province or in the nation.

I was struck with the saying of His Honour that the foundations upon which we are building are British foundations. Nothing can be dearer than that, but even if the foundations are wholly British, good government, good citizenship and good planning, will, I am sure, not prevent a monument or a statue being added here and there to the national edifice, even if it is contributed by those who come here from other lands.

The people of Manitoba welcome your discussions, and the improvement that will result from your work.

THE CHAIRMAN: You will all, undoubtedly, from time to time, receive words of welcome from various citizens and it would be indeed inappropriate, if you had not an opportunity of receiving a word of welcome from our chief citizen. I have very much pleasure in introducing to you Mr. Controller Cockburn, Acting Mayor.

CONTROLLER COCKBURN: Mr. Chairman, ladies and gentlemen: I regret exceedingly this morning the unavoidable absence of His Worship the Mayor. I have had little opportunity of even making a very deep study of the purpose of your convention here to-day but I wish to congratu-

late you on securing such able men to represent the Leagues of the Dominion on civic matters. A few years ago it would have been very difficult to get an assemblage like this together.

The city officials of Winnipeg are fully alive to civic improvement. While I should not single out any one department, I cannot refrain from mentioning the excellent work done by our Health Department. I do not know what other cities have done in this connection, but I know the many developments that have taken place in the Health Department in Winnipeg in the past few years are very creditable to it.

A few years ago, we started a power plant on the Winnipeg river, and we are giving the people a three-cent lighting rate and a one-cent cooking rate. When I say that we have to-day something like \$1,200,000 standing to the credit of depreciation and reserve, the figures will speak for themselves. There is also a surplus of more than \$200,000 over and above that. Before the plant began operations we were paying 20 cents a kilowatt-hour for lighting, so we had good reason to go into that business. That but goes to show what can be accomplished in one branch of public service.

We are pleased to have you come here with suggestions, so far as our civic governments are concerned. We are glad to have them, because we believe in this way many things may be developed which otherwise would be neglected.

From the bottom of our hearts we welcome you to the city of Winnipeg.

THE CHAIRMAN: We shall now hear Dr. Robertson, C.M.G., representing the Dominion Civic Improvement League and the Commission of Conservation, who will reply to the addresses that you have just listened to.

DR. ROBERTSON: Mr. Chairman, Your Honour, Mr. Minister, Mr. Controller, ladies and gentlemen: We are happy in the welcome that has been extended to us by His Honour the Lieutenant-Governor, speaking not merely for Manitoba but for all the West, which he is entitled to represent from his long public service and from that of his father before him. And we are happy in having such earnest words of welcome from the representative of the Government of this province, who speaks of units of value that go to make up our civilization and who have come to us from other lands and other races and other nations. One of our promising assets in Canada is made up of contributions of population from Europe, providing a blend for the finest form of civilization that humanity has yet experienced.

If we learn to value these at their best, if we learn to tolerate differences which may appear to us only as deficiencies because of our ignorance and narrowness, if we learn to make the best uses of the contributions of

knowledge, of tradition, of energy, of skill and of public service, if we are willing to use what these men from foreign nations bring to us, then we will be stronger, happier, and greater than if we were entirely of British stock.

Then the Controller, speaking of the city of Winnipeg, could very properly, I think, congratulate the city in having men of public spirit. I know Winnipeg very well in many of its interests. I think of Winnipeg as having as large a measure of unofficial service from its leading citizens as any city that I know of on the whole continent—and I do not speak without knowledge. I could cite for you departments of civic activity where men have contributed their best in thinking and in labouring for the weal of this city to the immense advantage of the whole community.

The last time I was in this hall I spoke to the Manitoba School Trustees' Association. I think that is one of the great bodies in Canada. It is made up of school trustees—the men and women whom we charge with official responsibility for the development of the capacity and character of the people through managing the schools of this province. That body met here to consider how it could help to bring about the very best and highest forms of development for this province. This conference is more immediately and directly concerned with the problems belonging to the improvement of the physical setting of life. The development and improvement of the physical setting of life cannot but react on the quality of life itself.

I am glad to believe that this conference will have a place in the development of Canada. All municipal official bodies need the support of unofficial bodies to enable them to do their work in the very best way. We must guard against being considered meddlers and critics. We must give the impression, because it is true, that we seek to arouse public interest, to co-operate in forming public opinion, to guide public activity, to help official bodies who administer our municipal affairs to do their work better than they otherwise would be able to do.

If the opinion gets abroad that this body of volunteers is a body of troublesome meddlers, who do nothing but criticize and find fault, that will shear our head of its locks of strength; but, if we give the true impression that we are willing and anxious to do the work that the official bodies cannot do, that we have a far vision—not the immediately practical politics that are concerned with taxation only, but the far vision that seeks to make the city, the town, the village, the country, the best possible place on earth for homes, for homes for children, women and men—if we get that opinion abroad, then our suggestions will be welcomed on all hands.

I am very glad to hear that in many cases the municipal administrations have done good work, in assuring health to the people, so far as public administration could effect that great quality, that great opportunity, of life. The meaning of being part of a Civic League is to help

in developing a place where people may be healthy, where life is reasonably safe, and, after you have assured those two things, to get all the public utilities to increase comfort, to add to convenience, and to enable you to pursue happiness. It is a large and worthy undertaking which has to do with your health, your safety, your convenience, your comfort, and your chances for happiness.

There are some men who are happy in rendering public service, whose services cannot be paid for in money, who are not available for salaries. They are like the women I saw in a munitions plant in Paris, whose devotion you could see in their way of working, from their eyes to their finger tips, and of whom the superintendent said "They do not work for wages, but they labour for France". We do not want to work merely for salaries but we want to labour for Canada. In making this a labour of love, it will be a fine reward when the time comes for us to pass on our civic and our rural inheritance, not merely undiminished and unimpaired, but enriched and improved because it was in our hands as trustees for the brief span of our lives.

In helping to bring about that as the fruit of this conference, I am sure we each will get more than satisfaction for the time and labour we give. May I say further that, after you have obtained information contributed at this conference by addresses and by discussion, each man should seek to interpret the spirit and meaning of the information as it may be applicable to the conditions of his own municipality. Let each be an interpreter and missionary in his own community.

We in Canada have plenty of units of ability, we have good things everywhere. We have some houses in Canada, some homes as good as any in any part of the world. We have some men of great natural abilities, whose abilities have been improved by training—perhaps the equals of men in any other part of the world; but we are in many respects an aggregation of units without the integration of organization to help each other and to help the community as much as we could and should. That is where we are far behind some of the older civilizations of the world. We need to organize ourselves further for common action for the common weal. If every man will go from this convention as an interpreter of that, he will become a real trustee and grow in real ability to cause people to do what he wants. He will serve through his unofficial supervision. By that I mean the super-vision, the upper vision, that sees from the mountain tops. Everybody that labours in the valley is helped by the man who proclaims his vision from the higher level. Thus shall our land become a land of happy, safe, wholesome homes, with municipalities developing the best possible setting for lives, and we ourselves will pass on to our successors this great inheritance enriched and improved by the developments carried on while it was in our keeping.

Municipal Problems of the Western Provinces

BY

HON. W. J. ARMSTRONG

Municipal Commissioner of Manitoba

THE subject assigned to me is so broad that I cannot be expected to deal with every phase of it, and I shall therefore take up only its application to rural districts.

The Canadian municipality is the civic unit into which the provinces are sub-divided and, in common with the provincial and Dominion representative bodies, enjoys the legislative, executive and administrative authority, and performs an important part in determining the character of our national life.

While the municipality is a creation of the provincial government, and its authority may be limited by that body at will, there is a fixed, unwritten understanding that the municipality shall be given, as its sphere of action, control of all matters of such a local nature that they can be successfully dealt with by its own organization. It is essentially the people's government; in its modern form it was born with democracy, and its authority has been extended with the enlargement of the privileges of the people to participate more and more in matters of government.

Municipal Authority

We recognize two phases of municipal authority. In one, it acts independently, enacting and administering its own by-laws, guided only by the dictates of its own judgment, and fully managing a large portion of its receipts and expenditures, amounting in the Prairie Provinces to \$27,000,000 annually, while the expenditure by the provincial governments of these provinces is little more than half that sum. In the other, the municipality is dependent on a department of the provincial government in a large and growing number of questions in which the control and supervision is retained by the department, while the council is given jurisdiction in the local administration of the Act.

This delegation of executive and administrative authority to the municipality is a most satisfactory way of suiting legislation to the varied conditions that exist in any province, and provides a happy solution of many vexed questions, that are viewed from as many different angles. A large field is covered by this class of provincial statutes, which includes laws on education, public improvements, public health, social welfare, those relating to hospitals, administration of justice, town planning and hotel accommodation, and public utilities.

It is only when we contemplate the great range of subjects covered by municipal administration, all of which intimately touch the home life

of the people, and require to be moulded to meet successfully the diversified conditions that exist in the western provinces, that we fully realize to what extent the physical, moral and intellectual well-being of our populations, especially in the rural districts, depends upon the character of the government these organizations are able to provide.

Every one of these subjects presents its own problems. We meet them in their normal form in the well populated areas of the west, and we meet them in their abnormal and purely western shape in the districts that are not yet well enough settled to admit of efficient management by ordinary municipal machinery.

The former districts offer examples of efficient and up-to-date administration. Fired with youthful enterprise and ambition, they adopt the latest methods of procedure and take advantage of every opportunity to improve conditions in every department. They readily receive suggestions from eminent authorities on municipal matters who meet them at annual conventions, and from other available sources, and keep the laws up-to-date. Care is exercised in placing well qualified officials in charge of the executive portion of the work, and their administration compares favourably with that of the most advanced rural municipalities in the older provinces of Canada.

In the latter class, a different situation is met with. Here the lack of continuity of settlement interferes with the efficient work of the machinery. With true western spirit, these new municipalities are bravely, and with a degree of success, dealing with their local problems, which happily, however, grow less and less as population increases.

Unoccupied Lands Held by Speculators Over a large part of the Prairie Provinces, much unoccupied and nonproducing good land is interspersed in the settled districts. It is not unoccupied because it is not fit for settlement, but because its productive possibilities have made it a most attractive field for investment. The settlement of these vacant lands is the greatest material blessing that could be bestowed upon Canada, and Western Canada in particular.

Populate these lands and every institution of government will, in large measure, become effective. The full benefit of our elementary educational system will reach every home. The Board of Health will be able to extend its assistance and instruction on sanitation to every locality. Hospital treatment and the service of trained nurses will be available wherever required. An opportunity to develop the higher faculties of the mind will be afforded through an elevating community life. Good roads and easy transportation for farm produce will be easily obtained. No district will be without modern telephone communication and hydro-electric energy will be available for the rural districts.

**Adjustment
After the War**

Already the minds of all loyal citizens are endeavouring to shape a *modus operandi* that will reduce to a minimum the unbalanced state of things that, economically speaking, must follow the disbanding of large armies of soldiers, and the setting free of as many more munition workers. To pass from the high-strung equilibrium of all the forces at the nations' disposal, attained as a result of these years of earnest application, to a balanced condition of society will be an enormous task. The transition, however, must be made, and the preparation for and the execution of the work requires the active co-operation of all governments, municipal and otherwise.

Whatever character the adjustment may assume, the expansion of agriculture will enter in as a large factor. In Canada, the replacement of the losses sustained by the war must come from this industry as our principal source of wealth. The unoccupied territory already referred to offers almost unlimited opportunities for disbanded soldiers to step into productive employment at once. This is not so of other industries. Settlement of the land increases the consuming population and widens the market for manufactured goods. The first economic effect, therefore, will be a balance between supply and demand in foodstuffs, a most desirable condition to create. A second effect will be seen in the increased activity on the part of manufacturing industries to meet the increased demand of the larger consuming population.

**Agricultural
Expansion
Necessary**

Since our market for manufactured goods is confined to our own country, whilst that for farm products is world wide, it is self-evident that agricultural expansion must precede the establishment of other industries. I mention this for the reason that some enthusiastic advocates of 'after-the-war settlement' sincerely, no doubt, advise the establishment of new manufacturing industries as a supreme remedy. It is to the development of agriculture, however, that most energy must primarily be directed.

The solution of this problem is a work of some magnitude, and will require a carefully arranged co-operative scheme on the part of all interested and responsible bodies. A completed plan includes:

- (1) Procuring the lands available for settlement
- (2) Preparation of the districts for settlement
- (3) Selection, classification and location of settlers
- (4) The extension of municipal administration to the districts.

The lands available have the phenomenal production characteristics of the middle west and many of them are already supplied with railway accommodation. Some are owned by railway and land corporations and some by private individuals, and they are all for sale. To make a sufficiently large area permanently available, on advantageous terms, to

intending settlers, it will be necessary, as a part of an organized plan, to renationalize them as far as practicable. This would require radical measures on the part of our highest authority. I have, however, reason to believe that, without any variation of trade customs, sufficient of these lands can, on terms embodying settlement duties, be made available for occupation to carry out successfully a comprehensive plan of western settlement and development.

**Homesteading
Should be
Continued**

It is not suggested that the policy of inviting immigrants to settle on the homestead lands still available should be abandoned, but that it be enlarged to include an invitation to the intending settler to occupy, on reasonable terms, the vacant land along the railways and in the other districts, much of which is already partially occupied. We must be prepared, however, to deal with the homesteaders who are lured by the offer of free land to go beyond settlement, beyond railway accommodation and beyond all community comforts, and wait for a longer or shorter period for the conveniences municipal organization will eventually furnish. If such persons were permitted to exchange their unpatented homesteads for land which enjoys all the advantages of a settled community, receiving credit for the settlement duties already performed, I have no doubt many would be diverted from what is often, for several years, a life of comparative uselessness to themselves, their families and their country, to one of immediate prosperity, contentment and useful citizenship.

When the best located lands are all occupied, railway extension, civic improvements and colonization could profitably travel hand in hand to the adjoining new territory, each contributing its part in converting it into a productive and organized community.

**Assistance
to Settlers**

It is no longer considered sufficient, in order to secure a desirable citizen, to accept his homestead entry only. Some preparation of the district is surely desirable, and reasonable municipal conveniences should be provided on his arrival. This field may be considered beyond the jurisdiction of a town-planning body, but I would point out that there is here an important work not yet assigned to any authority. While it is certainly true that the greater productive capacity of our grain-growing districts has generally soon changed a pioneer settlement of homesteaders into a community of well-to-do farmers, preparation for their arrival and wise direction in locating them would eliminate some of the early inconveniences of the pioneer.

Our policy of colonization will not be complete until a measure of care is exercised in classifying those who come to these provinces as their adopted country. Sound and sympathetic advice will very materially assist prospective settlers in selecting proper locations. Failure to succeed

in the west cannot, in justice, be ascribed to the country, and with a moderate degree of community preparation and unprejudiced direction, the number of settlers who fail will be reduced to a negligible quantity.

The elimination of the pioneer feature of settlement after this manner is, perhaps, too utopian, and embodies too great a departure from the lines of policy pursued in the past to hope for its full adoption at once. And yet the problem will not brook delay. A large population will be seeking residence. The most productive soil in large quantities on the globe invites occupation and tillage and all public bodies recognize the problem. The solution, therefore, depends upon a sympathetic and active co-operation of all those in authority, and, if they receive the assistance of such capable societies as those represented at this convention, a full measure of the several practical benefits indicated may confidently be predicted.

DISCUSSION

MR. J. N. BAYNE: Mr. Armstrong has mentioned a large number of the problems which confront our municipal institutions. Perhaps the one nearest our hearts at the present time is that of the returned soldier. Some time within the next few years we will have returning to our shores thousands of young men, most of them seeing life from a new view point. Many will not wish to continue in the occupations they left, and our municipalities will be forced to consider the problem of their employment.

It has been suggested that we should settle them on our farms. That is, no doubt, a splendid plan; we hope that it may be worked out, but when we think of their lives at the front, some of us cannot help but doubt whether the isolation of the homesteader and the seclusion on our prairies, will be altogether welcome to the returned soldier. It is quite possible he may wish to live in our centres of population where he will have that companionship to which he has been accustomed at the front.

It will be not only the Canadian soldiers who will come to us. After a great war in any country there is an inclination on the part of the residents of that country to emigrate. This was true in the case of the Boer war. Sir Rider Haggard stated not long ago that the majority of the soldiers engaged in that war emigrated, but the British colonies, unfortunately, did not get the benefit of the emigration, the great proportion going to countries which were not British. Let me repeat then, that I think one of our problems will be to make our municipal institutions attractive to the soldier, whether he comes originally from Canada or from some other portion of the British Empire.

Taxing Speculation

In Saskatchewan, throughout our rural areas, we have a particular tax which appeals to the settler.

It does not appeal to the speculator. I refer to the surtax, a tax of $6\frac{1}{4}$ cents per acre on uncultivated land. The

object of the surtax is to discourage speculation and to encourage settlement and production. No matter what may be said against it, this can be said for it: that no man who cultivates his land will have a cent of surtax to pay. It thus discourages speculation. Too long has the speculator taken advantage of the settlement labours of the pioneer and the homesteader.

Assessment Valuations

Another difficulty which I might mention is the question of arriving at a proper assessment valuation. It is not a question which affects our rural municipalities so much. There the assessment is based on the actual value of the land and the land bears all the taxes, but in cities, towns and villages the fixing of a proper assessment valuation is undoubtedly a problem. Anyone who has been engaged in municipal work generally, finds himself confronted with this at every turn, and, let me say, that one great reason why these difficulties in valuation now arise is that so many of our urban centres lacked a proper town-planning system in the early stages of their development. Town planning will not do away with the difficulties which confront the assessor, but it will undoubtedly minimize them. To a board of appeal, a man who owns a house near the centre of the city says: "I am living in this house, it has been my home for some years, and my taxes are so high that they amount to more than a good rental." The house is within a few hundred yards, perhaps, of a business portion of the city, and it has all the advantages, if advantages they may be called, of being near the centre of the city. His property is semi-business property, and naturally, if he persists in residing in such a district, his taxes will be high.

The Sub-division Problem

Then the subdivision problem is a worry to the municipal institutions surrounding Winnipeg, as well as elsewhere in the west. You are all acquainted with the conditions that existed in 1910, 1911 and 1912—a land boom that inflated values.

The boom prices of some lands were, let us say, from \$200 to \$500 an acre. At what are they to be assessed now? Naturally the owner objects to assessment at the old valuation. The assessment is reduced perhaps one-third. "No"; the owner says, "one-third is not enough. This is really acreage property". Some will go so far as to say it is farm property. It is hard to call lots and blocks farm property. The survey stakes are there and the streets are laid out. The Saskatchewan ordinance provides that the survey shall be on the lot and block system. Some companies owning these subdivisions meet an assessor with the statement, "We have reduced the prices of our lots in a certain town." Just before coming here I received a letter like this: "In the matter of the assessment we beg to say that we have been advised by the agents that they have cut

the price of their lots within the municipality in half. Consequently, in fairness to the people within the village, it will be necessary to lower their assessment accordingly. This would mean that our assessment would be so low that the rate would have to be increased to such an extent that it would be almost impossible for the business men in the municipality to continue their respective businesses. When our debentures were sold they were based on the assessment at that date and we wish you to advise us whether or not we can legally assess the said company at the old assessment." Now an effort to get away from taxation like that does not meet with very much encouragement on the part of the department with which I am connected, so I sent the following response: "The reducing by 50 per cent of the price of certain lands held by a company in your municipality does not necessarily fix the coming assessment value in harmony with the reduction. It is not uncommon to have assessed parties reduce the price of the land to ridiculously low figures when they are of the opinion that there is no likelihood of anyone purchasing at such a figure. The sacrifice price is not always the value of the land concerned. I therefore suggest that you assess the property of the company concerned at what you think is a correct valuation."

Another problem which prairie municipalities have to deal with is the lack of developed power. We have fields of lignite coal in Southern Saskatchewan the possibilities of which are unknown, but we know that they are ample. We have water powers which, when developed, will be capable of, I believe, reducing the cost of living materially to not only the residents of our cities and towns, but also of our rural communities.

Over-borrowing of Municipalities

A few of our urban centres established public utilities which, perhaps, were a little in advance of their time, failing to foresee the curtailment of development as a result of the war. Most of our 680 municipalities, including the seven cities, did not over-reach themselves financially in the 'good old boom days,' but a few towns and villages did, generally through the establishment of waterworks systems where population was too small to bear the expense. Do not let me convey a wrong impression. Our rural municipalities are flourishing financially, many of them having handsome cash surpluses. Our villages are also prosperous and none of the cities are in difficulties due to over-borrowing. A few of our towns, however,—only three to be exact—are financially embarrassed, largely through borrowing for waterworks, desirable as these may be.

Problems of Taxation

Another problem which confronts municipal institutions of cities and towns is that of the incidence of taxation. In our Prairie Provinces we have large numbers who are or were firm advocates of the single tax, and while

perhaps a few have changed their minds, yet a good many still believe in the principles propounded by Henry George.

However, it may be safe to say that the single tax is more popular in good times than when real estate is not in demand.

There is a desire on the part of many residents of cities in Saskatchewan to have a general survey taken of taxation matters, and many citizens are also in favour of an income tax. They argue that men come into our cities with money to invest in mortgages, stocks and bonds and the like, and pay little or no taxes on the revenues they derive. It is not unreasonable, they contend, to expect that those so placed should help to bear the burden of the upkeep of the city or town.

I have endeavoured to deal with problems that I hope will be elaborated on by other speakers. While these subjects lend themselves to a certain amount of pessimism, yet none of the difficulties which confront our municipal institutions in the west are insurmountable. They can all be met.

QUESTIONS AND ANSWERS

A DELEGATE (Municipality of Richot): I would like to ask the last speaker how the surtax he spoke of is collected, and whether it is imposed by by-law or act of parliament?

MR. BAYNE: It is a tax provided for by provincial statute, is payable entirely to the municipalities and is not optional with the rural municipalities. It is put on like any other assessment and collected with ordinary municipal taxes. No portion of it goes to the Provincial Government.

MR. THOMAS ADAMS: Is there any practical means of stopping homesteading on new land, and would that be desirable with a view to the settlement of land which is undeveloped in organised territory; that is, to stop for a time the development of new areas in the interest of filling up the land which is already surveyed and is unoccupied near the railway?

HON. MR. ARMSTRONG: I do not know that there could be any objection to the proposal but, offhand, I may say that I have my doubts as to its necessity. The settler will get as near the railway as possible, and first come is first served. Then, although the Federal Government should discourage settlement back from the frontiers of our provinces at present, I doubt whether it would hasten further development near the railway, as the latter is progressing as rapidly as might be expected at the present time.

MRS. ADAM SHORTT: I would like to ask Mr. Bayne, if the surtax has been in force long enough to produce the results expected of it?

MR. BAYNE: Yes. It has been in existence now during 1914, 1915 and 1916. It would have been still more effective had emigration not

been practically cut off as a result of the war; but I think that we can rightly say that its benefits are real.

DR. ROBERTSON: Why is the surtax so small, $6\frac{1}{4}$ c. per acre, \$10 per quarter section, or \$40 per section?

MR. BAYNE: That is held to be a pretty fair tax, in addition to the municipal and school taxes which are levied.

DR. ROBERTSON: What is the average market value of the land unoccupied within five miles of the station?

MR. BAYNE: Possibly \$15, \$20, \$25 an acre.

DR. ROBERTSON: So that is a six cent tax on land worth \$15 that is being kept out of public use?

MR. BAYNE: Yes, it is, but while some think it is small and might be increased, our municipal bodies think it is fairly equitable and there seems to be no desire to make it greater.

DR. ROBERTSON: How much did the State get an acre for that land when it was alienated from the Crown?

MR. BAYNE: I think some areas were bought for less than \$10 an acre from the government. I think that some of those areas are largely Dominion lands. When I say from the government, let me qualify my statement; probably it was from land companies or railway companies, that is to say, land which was gotten originally from the government. That is one commendable thing in connection with the surtax. The land is the nation's birthright, and those who have the privilege of enjoying it in large quantities must naturally help in the upkeep of the state.

A DELEGATE: Might I ask the speaker whether a graded surtax, which would take into account the distance from the railway and the suitability for the settlement of the land, would not be more fair, and did not Alberta make some provision in that way.

MR. BAYNE: Possibly; the graded surtax has been suggested. I doubt very much if it is graded in the Wild Land Tax in Alberta, which is almost the same as our surtax. I think it is a flat rate regardless of value. I understand that in the state of Oklahoma an attempt was made at a graduated surtax, but, if my memory serves me right, it was abandoned.

MR. G. FRANK BEER (Toronto): I am not a single taxer, but I consider that no system of taxation can be equitable which does not take into account community values and community expenditures; and I think an important thing for a conference like ours is to realize and spread the truth as we see it in regard to matters of that kind. Land values, as a result of community life and community expenditure, ultimately benefit only the capitalist class, and the whole burden is borne by the wage-earner. I think we realize things like that and give due credit to our single tax

friends for a large measure of truth in the reforms they advocate. I believe the support of a body like this would be of great benefit to them.

MR. FINCH: Is a man who owns a section, of which he cultivates only a quarter, liable to the surtax on the remaining three-quarters?

MR. BAYNE: Yes, under conditions like that there must be cultivated a certain portion of the total area held. If a man holds two or three square miles of land, and cultivates only a small part of it, he is not exempt from the surtax, but if he cultivates most of it or cultivates half of it, he is exempt.

MRS. ADAM SHORTT: What about pasture; would there not be some land exempt for pasture?

MR. BAYNE: Yes; pasture land or land in growing crops is all exempt from the surtax.

COMMISSIONER C. J. YORATH (Saskatoon): Has the Provincial Government in Saskatchewan imposed the surtax where the farmer is on active service? I ask that question because a particular case came to my notice in Alberta where the Wild Land Tax is imposed on land the owner of which is at the front.

MR. BAYNE: The man who is on active service has his residence on the land counted just the same as if he were there. His presence at the front or in the fighting forces has the same effect in exempting him from taxation as it would were he living on the land, and there is the same principle, I believe, in homestead residence qualifications throughout our Prairie Provinces generally. In Saskatchewan the soldier who has left his home for the front does not have to pay taxes on his farm.

MR. W. F. BURDITT (St. John): I would like to inquire what effect the surtax has had in throwing the land held by railways and other large companies into settlement. It seems to me that the tax is not sufficient to have an effect in that direction.

MR. BAYNE: The companies holding lands in these areas, I assure you, think it is more than sufficient, and those who hold large tracts of land are undoubtedly trying to sell their property as a result of the surtax.

MR. N. T. McMILLAN (Winnipeg): There have been some important questions touched on with regard to the settlement of our lands, and mention has been made of methods adopted in Saskatchewan to bring these lands into cultivation. One of the first things our Government should do is to tell us more about this vacant land. We all speak of vacant lands, unoccupied lands, to-day in our province, but only in a general way. The first duty of the government to-day is to use the machinery at its disposal to take an inventory of the vacant lands. Let us know the character of the lands, the facilities in the district—schools, churches, water, fuel and all other conveniences entering into farming life that can

be ascertained by municipalities through their assessors and tax collectors, and also by the land titles offices.

An inventory would be of great benefit to every person in the province, to the loan companies, and to anyone who wanted to pledge a piece of land.

The question of assessment has been touched on. I can cite cases in Manitoba where land worth \$40 an acre is assessed at \$3, and in the city, where values are higher, it is assessed at full value. There should be government supervision of assessors in all provinces. It would be beneficial to everybody to know the value of property. I have property not 25 miles from this city assessed at \$3 an acre which I would not sell at \$40 an acre. You can see how that is reacting on the province.

When the war started everybody said we should contribute to the wives and dependents of our soldiers at the front through the Patriotic Fund, and so we should, and contribute to the last dollar if necessary, but it should be done equitably. In Winnipeg, the fund began as a voluntary contribution. After that it was suggested to the municipal authorities and to our Government to put a patriotic tax on the land; consequently, a mill and a half was imposed on the land in Manitoba. At the last session it was increased to 2 mills on the dollar. After the necessary amount was all secured by taxes on the land, the voluntary contributors were advised that they did not need to contribute any further. How is that working out? It means that the man who has his investments in land is contributing it all. I venture to say that 25 per cent of the soldiers who left Manitoba owned their own homes and lands and will be paying their own patriotic tax when they return from the war.

The only way assessment values can be equalized is to have regular tions governing all our assessors in all municipalities, and have a department to supervise and to bring our assessments up to full value all over the province.

HON. J. W. ARMSTRONG: There is one question about which no doubt exists, that is the desirability of settling our vacant land. The western provinces recognized this desirability and placed a surtax on the land. While that may be beneficial to some extent, it does not get at the root of the matter. The last speaker made a valuable suggestion when he said the first thing is to obtain full particulars of all these vacant lands. The field notes of the early surveyors will contribute in that direction, but even then we have only gone part way. It would hardly be fair to impart information and, in some way or other, induce partial settlement of a certain tract of land, and then have the owners of the remainder increase prices to the settler.

I do not think vested interests should be sacrificed in any way, and, when the information is obtained, I think it ought to be placed in the hands

of some organization that will, in a systematic way, take up the matter and deal out the lands to the settler. Let us have that before you crowd the men out. I have not gone into the question thoroughly, but I have in mind one idea that might be a basis for some fair arrangement; that is, to permit the homesteader to take up a homestead, after which the government would buy it back from him and give in exchange some inside land (which, of course, would be worth more) and allow him to complete his duties on that. If the matter was made a public question and those in authority took hold of it, a very satisfactory solution could be found for the west.

An informal luncheon session was held in the Fort Garry hotel, under the presidency of Dr. J. W. Robertson. Dr. Robertson introduced the discussion on the subject of the problem of the returned soldiers, and drew attention to the importance of vocational education and the urgent need of further extending the good work which was already being done in this direction. Lady Aberdeen and other speakers took part in the discussion.

AFTERNOON SESSION, MONDAY, MAY 28

At the afternoon session the chair was taken by Mr. R. D. Waugh, Chairman of the Greater Winnipeg Waterworks Commission, and ex-Mayor of Winnipeg.

MR. WAUGH: I am glad the Winnipeg Civic Improvement League has brought about this conference and that the Dominion Commission of Conservation has joined in this meeting. There is no doubt that what is lacking in the people of this country, so far as municipal matters are concerned, is a real interest in their own affairs. We have had that experience in Winnipeg. We have had occasions where very large expenditures have been authorized by a very small vote of the people. In our elections every year a comparatively few people take any interest in the affairs of the city; comparatively few of them vote at the election. You would not do that with your own business. You would not do it with any corporation that you are interested in, outside of the city corporation, and I am therefore glad that the Citizens Research League of Winnipeg and the Civic Improvement League of Winnipeg have come into existence, if for nothing else than to try and stimulate the interest of the people of Winnipeg in their business affairs.

Having been in the City Council for quite a while I can say that it welcomes the Research League's inquiries into the city's affairs. The League needs the cordial, active and informed co-operation of the citizens, no matter what their walk in life. It is not only the business of the councillors, it is everybody's business, to look after the affairs of the city,

and we are always glad to have the advice and assistance of the citizens; but that advice and assistance should come from men who have given some study to civic questions and who come with a spirit of co-operation and not of mere fault-finding.

I have pleasure in introducing Dr. Brittain, of the Toronto Bureau of Municipal Research, and Commissioner Yorath, of Saskatoon. They are going to talk on two subjects that should be of interest to us all, namely, municipal finance and municipal administration.

In regard to municipal finance, there are some people who think that the bottom of the municipal chest is a very long way from the top, but that is not the fact. Every municipality has its financial limitations, just the same as an individual has. One would think in good times that all the citizens wanted to do was to spend money. I can remember, in the palmy days in Winnipeg, that every delegation to the City Hall used to come to ask us to spend money. I cannot remember any delegation that did not. We have been doing some joy-riding and we have got to get back to earth, and I am glad that we have a man like Dr. Brittain to speak to us this afternoon to tell us how to do it.

Municipal Finance and Administration

BY

DR. H. L. BRITTAIN

Director, Bureau of Municipal Research, Toronto

INFORMATION is the foundation stone of administration. Views on municipal government are even more in a state of flux than those on the government of states. In national government we have long accepted democratic ideals and have worked out more or less successfully methods of popular control. In municipal government, which comes into much closer and more conscious touch with the individual citizen, the democratic or non-democratic nature of governmental procedure has rarely been raised. Methods of popular control through some form of responsible government have been developed but crudely, and numbers of intelligent but impatient people have been willing to throw overboard the notion of democratic local government and accept frankly some form of benevolent despotism. Many others have thought by some governmental device to exorcise the forces working for inefficiency and the exploitation of the public, as if good government could be attained by some method of legerdemain. The cure for the failure of democracy is more democracy, through the development of new means to meet the new conditions.

A city administration in reality consists of three parts: (1) The electors and taxpayers, (2) the city legislature, and (3) the heads of executive departments.

Taxpayers may have a legislative function in passing on money by-laws; city councils and their committees may, legally or illegally, exercise certain executive functions, but the voters, the legislature and the city executive heads constitute the municipal body politic, and exercise, or should exercise, distinct functions of government.

**Lack of
Information**

My experience is that the chief factor at present operating against the efficient exercise of these functions is the lack of the right information at the right time. Insufficient information, misinformation, undigested information, and information so presented as to be meaningless to the one using it, are fertile causes of inaction, incomplete action, or mistaken action on the part of all factors in the civic government.

This statement cannot 'function'—to use a much overworked but expressive word—until it is analyzed and defined. The right kind of information depends entirely on who is to use it and for what purposes it is to be used.

The elector needs information to enable him effectively to elect representatives, pass on money by-laws, and determine large community policies.

His chief function is to elect legislative representatives, and thus he needs to know the public record of all council members and the position of all candidates on public questions. The only way to get the complete and actual facts is by organizing what might be called a voters' league and employing a permanent secretary for the purpose, whose sole duty would be to encourage intelligent voting. It is dangerous to wait until election day to begin to discharge one's duty as a voter. The first duty is to select candidates for whom one can vote conscientiously.

**Public Policies
Should Govern
Municipal Elections**

Municipal elections should turn mainly on public policies rather than on personalities; a knowledge of current city expenditures and the services rendered therefor is essential. Such information should compare year with year and, when possible, city with city. The preparation of it as dealing with the city itself is primarily the duty of the heads of executive departments, and its publication, in easily understood form, is one of the greatest duties of the city council. In practice, however, this information is rarely made available to the average city electorate.

May I raise these questions for the consideration of the individual members of this conference:

1. When is the city treasurer's annual report issued?
2. Does this report have a summary of its main facts?
3. Is it indexed?
4. Is it simply a statement of cash receipts and payments, or does it

contain a statement of the actual cost of running the city for the year?

5. Does it distinguish between capital and current receipts and payments?

6. Does it contain a complete balance sheet distinguishing between capital assets and liabilities, trust fund assets and liabilities, and current assets and liabilities?

7. Are all financial summaries on a comparative basis, year with year?

8. Is the treasurer's annual report for one year issued after or before the adoption of the estimates for the next year? If after, are its main facts available before the adoption of the estimates?

9. Have you ever studied the treasurer's report?

10. If so, did you understand it?

11. In your judgment, did the members of the city council study it and understand it before the adoption of the budget?

12. When does your city begin to prepare its annual budget?

13. When are the tentative estimates ready?

14. Are these a feature in the municipal elections?

15. Do they contain an estimated balance sheet and operating account for the year just closing or closed?

16. In what ways in your city could the salient features of every financial document, which is or should be issued for the use of citizens and council, be made more available and more understandable to the layman?

These questions every citizen should be able to answer satisfactorily, at least to himself. Experience has shown, however, that the individual citizen can neither secure for himself the financial information necessary for the intelligent election of representatives, nor insure that the city authorities shall supply such information, in clear and unbiassed form and with adequate promptness. The pooling of individual resources is the only way to insure the establishment and continuity of adequate municipal reporting. The league or bureau of municipal research or public service can best perform the functions of supplying unbiassed statements of facts and the publication of satisfactory public reports.

Passing of Money By-laws

The second great function of the taxpayer is the passing of money by-laws. For this he must have at least the following information: The present capital balance sheet of the city, an intelligible estimate of the amount and cost of the work to be done, and a statement of how the funds are to be obtained and when and how repaid. Here again the first duty of supplying information rests with council; but the citizens themselves, if they are to insure the continuance of unbiassed, prompt and adequate information, must support their own privately supported and controlled committee.

The third function of the citizen is to decide on proposed general ad-

ministrative changes. To do this he must know how the present system works, what provisions have been advanced to remedy existing defects, and how these provisions have worked elsewhere. For this he must depend largely on his own initiative. Two citizen agencies have been devised which have been of great assistance in this field, namely, the bureau or league of research, and the city club. The first to impersonally study and publish the facts, the other to conduct an open forum for untrammelled public discussion.

The second element in a city's government is the legislative body, the city council, with its various committees, and the mayor. Its main functions are:

1. To pass by-laws for the guidance of permanent officials in carrying out policies determined on.
2. To decide on general departmental organization
3. To select heads for the various administrative departments
4. To control current expenditures through detailed reports from permanent department heads
5. To control capital expenditures through detailed reports from permanent department heads.

To perform these functions, members of council need all the information outlined above, but in more detailed form. They need, in addition, special reports from temporary special committees of council, special reports from department heads, monthly operating accounts, monthly appropriation accounts, monthly fund statements, quarterly comparative balance sheets, monthly and quarterly progress reports, and detailed departmental estimates as a basis for the tentative budget.

The following questions suggest themselves here:

1. How much of this information is available in your city?
2. Is it presented in form which councillors can understand?
3. Is the information actually used as a basis for action?

Importance of Permanent Officials

There then remains that department of government which insures the necessary continuity of community policy and development, namely, the executive department, made up of permanent administrative heads, the backbone of every municipal government in Canada. The future of municipal government depends largely on the development, on the part of democracy, of the ability to use men of special training and attainments to perform special work, and the establishment of ways and means by which such officials can be effectively controlled, without so curtailing their initiative and independence of action as to destroy, more or less completely, the value of their services. Democracy does not consist in the practise of the belief that one man is as good as another for any job, but in the practise of the faith that every man owes a duty to society and that he should be placed where he can render the most valuable service.

Civic department heads have among others the following functions:

1. To prepare annual work programmes with estimated costs
2. To carry out the work programmes decided on by council within the appropriations allowed by council
3. To purchase supplies and materials
4. To let contracts
5. To appoint subordinates
6. To avoid duplication of work among departments or the undoing of the work of one department by another.

All these functions demand certain definite information and, as in the case of citizens and councillors, the greatest mistakes in the work of permanent officials are always due to insufficient, inaccurate or delayed information.

Two departments tear up the same streets at an interval of two weeks or so, or purchase coal at different prices or of unequal grades, because of the absence of the proper information or of the co-operative machinery which would automatically produce the information.

**Joint Action by
Department Heads** The functions of department heads are such as to demand joint action. The annual work programme cannot be prepared properly except by co-operation. Neither can the purchase of supplies, the control of the civil service, the installation of standard contract procedure, nor the avoidance of duplication between departments be done properly without it. A city is often not one city but as many cities as there are civic departments. Civic departments are too often water-tight compartments. The city's programme is unitary and should be under unified administrative control. The remedy for the existing maladjustment of departments is so simple that it is a wonder that it has not received general adoption. It lies in the administrative board, made up of the permanent heads of civic departments, and responsible, as a unit, to the council for:

1. The formulation of the annual budget and programme of work
2. The carrying out of this programme as a unified project
3. The making of monthly, quarterly and annual reports, containing all the necessary financial and operative facts
4. The control of the civil service
5. The recommending of policies for the legislative action of council.

The information required by such an administrative board would be even more detailed than that required by council. From divisional heads it would require daily or weekly progress reports; from the accounts, weekly statements of operating costs; from the city treasurer, weekly statements from the appropriation accounts. It would need a committee or bureau on civil service, another on purchasing and contracts, and still another on civic reports both to council and citizens.

Any system of effective democratic municipal government must be based on an informed electorate. It must proceed from the people, not reach down to the people. The city exists for the people. They are its masters. Its masters must be educated by participation in actual governmental processes. Actual participation is the only method which has ever been found effective in any field, but actual participation demands adequate information and adequate information must proceed from official and unofficial sources.

To secure the best results for our cities there must be effected the standardization, as far as possible, of municipal statistics and accounting. This also demands the co-operation of official and unofficial citizen agencies. It is hoped that in the near future a nation-wide bureau of public service will be formed to co-operate with the Dominion Census Bureau and Statistics Office and the various provincial municipal departments and bureaus.

This paper, which has grown out of a profound conviction that the first step in municipal reform is the development of a citizen information service, both official and unofficial, is, of course, offered simply as the basis for further discussion.

Municipal Finance and Administration

BY

C. J. YORATH, A.M.I.C.E., A.M.CAN.S.C.E.

City Commissioner, Saskatoon

DURING the last few years, more particularly those of the financial depression prior to and immediately following the outbreak of war, a new civic interest has been awakened amongst taxpayers throughout the Dominion, with the result, that expenditures, both current and capital, have been greatly curtailed.

As a result of good crops, the high prices obtained for them and an enormous increase in trade, the financial condition of many of our municipalities has greatly improved. This has revived, or is reviving, the optimistic feelings of the past, and may result in the renewal of extravagant municipal expenditures. It is well, therefore, to remind those responsible for civic government that for some time to come only expenditures absolutely necessary to maintain public services in an efficient condition should be undertaken.

**Canada Much
Overgoverned**

For a population of eight millions we are a very much overgoverned people. In addition to Dominion and local taxation, heavy taxes must be paid for the upkeep of provincial governments. It is, therefore, all the more necessary to have efficient local government.

Before the war, the debts of municipalities exceeded the combined debt of the Dominion and the provinces, so that, to effect true economical development of the Dominion, it is first necessary to give attention to the individual units responsible, for a very great part, if not the greater part, of the country's taxation, *i.e.*, the local authorities.

- Municipal Debts Excessive**
- Debts of municipalities have been increasing at an alarming rate, the increase being chiefly due to
1. Lack of foresight in planning public works
 2. Haphazard development in the interests of ward politics
 3. Lack of municipal experience of those responsible for local government
 4. Lack of experienced supervision and control by the Dominion or provincial governments.
 5. Increase in municipal ownership of public utilities
 6. Lack of a proper plan and scheme for the development of the town or city
 7. Creation of a debt to pay the cost of local improvements.

To the following additional reasons should also be attributed the very large increase in the debts of western Canadian cities:

8. Lack of proper control, both by the local authorities and the provincial government, in the subdivision of land into lots and blocks
9. After allowing the indiscriminate subdivision of land, the adoption of a system of taxation by local authorities which encouraged or almost compelled owners to develop their property regardless of the normal demand for improvements
10. Extension of public utilities to serve outside subdivisions when the prospective revenue would not be sufficient to meet the fixed charges upon the expenditure involved.

It will be realized from the following statement of the per capita debt of some of the principal Canadian cities, compared with cities of the United States and Great Britain, how important it is, in the best interests of the Dominion, that the municipal system be immediately overhauled and controlled or guided.

Name of city	General debenture debt per capita, after deducting sinking fund and property owners' share of local improvements, but including debt of public utilities.	Per capita debt, less public utilities debt.
Halifax.....	\$108	\$ 71
St. John.....	71	11
Montreal.....	160	—
Toronto.....	150	84
Ottawa.....	96	57
Winnipeg.....	129	40
Regina.....	313	130
Saskatoon.....	290	150
Calgary.....	242	100
Edmonton.....	359	170
Vancouver.....	265	218
Victoria.....	245	145

The average debt of the larger cities in the United States is slightly over \$40 and of the larger cities in Great Britain \$120 per capita. The principal reasons why, in the majority of cases, the per capita debt of Canadian cities, more particularly those in western Canada, is so much greater than that of cities in the United States and Great Britain are the public ownership of electric light and power plants, street railways, waterworks, etc., and the creation of debt to pay for public improvements, such as street paving, sidewalks, sewers and drainage.

Municipal Ownership Largely Responsible The advisability of cities owning and operating their own utilities is a debatable question. Public ownership increases a local authority's debt and liabilities to a considerable extent. A municipally-owned utility is liable to be exploited for local political reasons, and its policy is, in many cases, guided by inexperienced administrators. Another objection to municipal ownership is that, once a debt is incurred it has to be carried to maturity, no matter if the particular plant in connection with such a utility be rendered obsolete by subsequent inventions or improved methods and practice. The London County Council (England) incurred a capital debt of over \$50,000,000 in the purchase and construction of electric street railways when shortly afterwards it had to meet the competition of improved motor buses. One of the risks a private company takes is that of improved up-to-date competition, in which event the company may be wound up and a fresh start made.

Results of Public Ownership Some time before the war, according to the *Municipal Year Book*, out of 184 principal municipally-owned undertakings in Great Britain, with a capital investment of \$140,000,000, a profit of \$5,635,000 was realized. Of this profit, five millions was made by twenty concerns and the remaining \$635,000 was credited to 164 undertakings with \$75,000,000 capital; thus showing a return of less than one per cent. Of these, however 69 undertakings, representing \$15,000,000 capital outlay, showed a net annual loss of \$350,000. Compared with this showing, 60 private companies in Great Britain with a capital of \$85,000,000, yielded a profit of \$10,000,000, or at the rate of 11¾ per cent.

If public ownership be necessary in the best interests of the general public, it must be conceded also that, in the best interests of the municipalities and the country, such utilities must be conducted and administered upon proper business principles. This can only be done by experienced employees and management. It is submitted, however, that the best public service would be obtained from private ownership, if operated upon a co-partnership basis; that is, by allowing the employees to participate in a share of the profits.

**Local Improvement
Debts**

Much of the debt of Canadian cities is represented by local improvements, such as paving, sidewalks, drainage, etc. The proportion to be charged to the general taxpayers and the owners of the property immediately benefited varies considerably throughout the Dominion. The total expenditure is usually considered part of the city debt, although the sinking fund and interest on the amount expended as the share of the property is specially levied against the particular properties benefited.

In making debt comparisons of cities in Canada, Great Britain and the United States, regard must be given to this fact. In the two latter countries such local improvements are made by the local authorities at the cost of the adjoining property owners, *i.e.*, the total cost of paving a street, laying sidewalks, constructing drainage, etc., when completed is immediately charged against the property owners fronting upon the street so improved, thereby making the cost of street improvements part of the capital expenditure of the individual property owner instead of the local authority. The local improvement procedure adopted in the United States and Great Britain is much to be preferred to that adopted in Canada, as the cost of such improvements spread over the individual owners of lots is comparatively small and does not add materially to the cost of the improvements erected on their own property.

Another advantage in charging the total cost of local improvement against the property owner immediately after it has been completed is that it deters an owner from clamouring for improvements until he has improved his own property; whereas, under our system the speculative holder of land clamours for improvements. He has no objection to paying the small annual charge of sinking fund and interest for a year or two, if the improvements increase the value of his property and his chances of selling.

The practice of charging expenditures to a debenture loan is carried to such extremes by some cities that even the cost of sewer and water connections is spread over a period of thirty years. It is therefore little wonder that the debts of Canadian cities compare so unfavourably with those of cities in other countries.

**Municipal
Finance**

Municipal finance is divided into two distinct phases, namely, capital account, including (1) revenue and (2) expenditure, and current account, including (1) revenue and (2) expenditure. Hazy ideas as to the relationship between these are perhaps responsible for the many serious problems which arise in connection with the financing of municipal undertakings. It was at one time, and is now, a common practice with many local authorities, to undertake works requiring the expenditure of large sums of capital monies before making the necessary financial arrange-

ments, only to find later that the market was not satisfactory for the sale of debentures. Temporary financial arrangements must then be made, with the attendant disadvantages and loss. The experience of the last few years may be sufficient to deter a repetition of the same mistakes, but it is more than likely, with the continual change in the personnel of local government, that they will be repeated unless the fundamental principles of sound municipal finance are inculcated by experienced management.

Revenue and Expenditure

What is, and what is not, capital expenditure must be distinctly defined by the lifetime of the work proposed to be carried out, and it should be recognized as a general principle that no work with a lifetime of less than five years should be paid for out of capital monies. One result of capital expenditure the public cannot be too often reminded of is, that every cent thus spent means added taxes each year to pay principal and interest.

The method adopted by some local authorities in making an issue of debentures is sometimes open to criticism. Issues are placed upon the market when there is no demand, and sometimes a local authority will make two, three or even more issues in one year. Whether the sinking fund or serial debenture should be adopted is largely governed by the market in which the securities are to be sold. The serial method has advantages to commend it in preference to the sinking fund debenture, the principal of which is that no sinking fund is created, thereby removing the necessity of reinvestment and the risk of loss by making bad investments.

Capital expenditures can be controlled and the necessary financial arrangements properly made in only one way—by forecasting and planning all the works to be carried out during the year at the beginning of the financial year. But even this system will not be entirely satisfactory and prevent the waste of public money, if the programme bears no relation to a scheme which should have been previously prepared for the ultimate development of the town or city.

Expenditure upon drainage, sewerage, waterworks, electric light and power or rapid transit systems, or upon the construction and paving of streets, if not made in relation to the future development of the community, will eventually be, partly or wholly, wasted. It is impossible to develop a town or city economically unless the principles of town planning have been properly understood and applied.

Since the outbreak of war the principal market for municipal debentures has changed from Great Britain to the United States. During the year before the outbreak of war Canadian municipal bond sales on the London market amounted to \$32,347,435 compared with \$12,303,200 sold in the United States. Last year no Canadian municipal bond sales were

made in Great Britain but \$32,336,764 were sold in the United States.

During the remaining period of the war and for some time afterwards the market for municipal securities will be very much curtailed, and any capital financing necessary will be at a very high rate of interest. If greater confidence and co-operation were established between local authorities they could, with their sinking funds, finance each other to better advantage than by going upon the open market at the present time.

**Uniform System
of Taxation
Required**

The second phase of municipal finance is that of providing revenue to meet current expenses and the control of current expenditures. The methods of raising current revenues throughout the Dominion are as diverse as other methods of municipal legislation and administration, and there is great need for the crystallization of ideas in this regard and the recognition of some established principles and methods of assessment and taxation.

During the boom days a system of taxation was largely adopted in Western Canada which provided for raising the greater part of local taxation by a tax on land alone. In some cities, the assessment on improvements was reduced to a minimum and, in a few instances, was entirely eliminated. The arguments in favour of its adoption were

1. That it was the simplest method of raising revenue
2. That it would induce owners of land to develop their property
3. That it would prevent speculation in land
4. That it was the only fair and just method of taxation, because the value of the land is entirely due to the presence and expenditure of the people.

The actual results are that

1. It has proven to be the most difficult method of raising revenue, and is largely responsible for enormous arrears of taxes
2. It did induce owners to develop their property, so much so that property was developed beyond the normal demand, with the result that increased taxation has been incurred, rents have been reduced and the supposed benefits of the tax have acted like a boomerang against the owner.

Some owners, with the idea of getting as much as possible out of their land, erected large six- to ten-storey blocks, with the result that store and office accommodation is centred upon a small parcel of land and the unfortunate owner of the balance is prevented, even if he would, from developing his property.

3. It did not prevent the speculation in land, as, while it was in operation, Western Canada was passing through the greatest period of land speculation in its history. In fact, it stimulated

speculation, as, through the supposed advantage of inducing the owner to develop his property, an unhealthy prosperity was created

4. No system of taxation can be just which makes it impossible for an owner to earn a fair interest on his investment and results in confiscation of his property
5. It did not spread the burden of taxation over the community, *i.e.*, through the payment of rents, etc. Owing to the unhealthy development which it partly created the supply was far greater than the demand, and owners, for the last three years at least, have been compelled to take by way of rent whatever they were offered, which, in the majority of cases, was not sufficient to pay three per cent on the money invested.

For a system of taxation to be successful, just and fair it must (*a*) enable the local authority to raise revenue for its current expenditure expeditiously, leaving as small a percentage of arrears at the end of the financial year as possible; (*b*) be based upon benefits received and ability to pay; (*c*) be distributed so that the cost of the maintenance of streets, sewers, etc., be charged against the property which is specially benefited, and the cost of regulating public health, education, police protection, etc., be assessed according to the ability of the resident to pay; (*d*) prevent an owner, by the imposition of an unearned increment tax, from making an undue profit out of the enhanced value of his land created by the presence and expenditure of the people.

Adam Smith in his book on the *Wealth of Nations* lays down sound economic principles of taxation which have been tried out in Europe and have proven just, fair and equitable and should be the basis for a uniform system of local assessment and taxation throughout Canada.

**Appropriations
or Budget** One of the chief causes for a local authority's financial difficulties is its neglect to plan out and estimate its current expenditures, so that the amounts allotted to each department will be known within the first month of its financial year. Detailed estimates, appropriations or a budget, or whatever they may be called, should be prepared each year in collaboration with the heads of departments, setting out in detail the estimated expenditures of each department for the current year. These estimates should be approved by the council at the earliest possible date, so that each department may know exactly how much money it has at its disposal and how to plan out its work.

Some local authorities have adopted this system but do not follow it up; monthly estimates and accounts of expenditures in relation to appropriations are not prepared. In consequence, it is found, when too late to remedy the mistake, that some of the appropriations have been

exceeded and, at the end of the year, instead of a surplus, a deficit, or an excess expenditure over revenue, is the result.

Experienced Management Required	Municipal work is most extremely diverse and technical, and to be successfully administered the present system of municipal government requires to be radically changed.
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It is impossible, in a short paper, to discuss the systems of local government at present in vogue. That they are usually a failure is generally admitted, chiefly for the reason that administrative functions are nearly always controlled by inexperienced men.

Until the legislative and administrative functions of our local authorities are strictly defined and separated, the mayor and aldermen being responsible for the former and municipal experts for the latter, economic and efficient civic development cannot be obtained.

To properly control the various departments of a civic authority; to co-ordinate their efforts and to obtain co-operation; to prepare the annual estimates or budget, to afterwards control expenditures in relation to revenues and appropriations, and to guide the civic activities in accordance with a preconceived plan, administrative authority must be concentrated in one person, who should be a municipal expert, acting in the same relationship to the city council as a manager does to the directors of a business undertaking. Until a Dominion commission, department of municipal affairs, or local government board, whichever it may be termed, is appointed to guide and direct municipal activities throughout the country, uniformity in municipal law, assessment and taxation, accountancy, statistics, town planning and other matters of vital importance to proper civic development will not be obtained. Much has been heard of the nationalization of our railway system, but what is more essential to reduce the cost of living and the burden of taxation is the nationalization of a municipal system of administration which will provide an efficient form of local government.

DISCUSSION

ALDERMAN OWEN (Vancouver): Statistics have been given here to-day of different cities throughout Canada. Had we time to study the papers we might dispute some of the figures. I am not disputing them because I have not the official figures here, but it seems rather unfair to those cities that figures go abroad in regard to their indebtedness. There is practically only one side given. It gives the debt of some cities at so much per capita, yet does not show what assets those cities may own for that debt, whether they own their waterworks, their schools, their hospitals, or their sewerage and such like. I believe that, speaking of my own city, I would be prepared to make considerable correction of the figures that are given.

MR. THOMAS ADAMS: I have a letter of apology from Mr. William Pearce, of the Department of Colonization and Development of the Canadian Pacific Railway, regretting his inability to be present. Mr. Pearce's letter relates to this subject of municipal finance. He has taken a very deep interest in the subject of land development and finance, so much so that he was appointed by the Economic and Development Commission to enquire into that matter on the occasion of a Dominion investigation. Mr. Pearce says, in part:

"I have been striving for considerably more than two years to get the municipal authorities and the financial men of Canada to realize the serious condition which the majority of our municipalities are in regarding indebtedness, but so far my efforts seem to have been in vain, as I find that all the municipal governments seem to care about is striving to borrow more money to spend on capital account. There will be a final day of reckoning, however, and when it comes it will astonish many."

Mr. Pearce writes, not as a municipal representative himself, but as one who has studied this question from the outside and appears to feel that there is some ground for criticism. That is a matter on which, of course, no comment can be made by me, as it is merely an expression of his opinion.

I will now read Mr. Coats' paper, and I want to say that in these three papers is presented a combination which would probably be invaluable to any city or town wanting professional advice of the standing that has been presented from this platform by Dr. Brittain, by Commissioner Yorath and by Mr. Coats. It would represent a considerable investment of money, and I want you to be impressed with the fact that in these three papers we have representation of the east, of the west and of the Dominion, and they are of very great value.

Municipal and Vital Statistics

BY

R. H. COATS

Dominion Statistician and Controller of Census

THE following remarks on municipal and vital statistics are shop-talk, pure and simple. Shop-talk, according to Bernard Shaw, is the most interesting kind of talk, but whether that be so or not, the question of our municipal and vital statistics is so important and has hung fire so long that anything that is not a statement of action would not now be worth while. And the Census Office is able to make such a statement, though the action is still in its initial stages. It is for the purpose of placing our plans before you and of asking your discussion of them, and support of them if you find them worthy, that I am glad of the opportunity of submitting this paper.

I.—VITAL STATISTICS

**Accuracy
Essential**

Vital statistics, or statistics of births, deaths and marriages, are a part of the scheme of population statistics. To keep proper account of population two kinds of records are necessary, just as two kinds of records are necessary in an ordinary business, first, a daily record of transactions, and second, a periodical stock-taking. Vital statistics, in conjunction with statistics of immigration and emigration, are the day-to-day continuous 'book-keeping' of the population; the census is the periodical stock-taking. Vital statistics are the part of our population book-keeping that shows us our natural increase or decrease. They do much more than that incidentally, but it would be carrying coals to Newcastle to enlarge upon their uses and importance to the present audience.

Accordingly, the Census and Statistics Office comes to the problem of vital statistics by two rather distinct approaches. In the first place, we are the authority delegated by Parliament to take, every ten years (every five years in the western provinces), the comprehensive survey of the people known as a census. Now the merchant who takes stock relates that process very carefully to his day-books and ledgers, and so ought the census to relate this broad decennial inquiry to the needs and objects of vital statistics. Second, though the day-to-day recording of vital statistics is done by the provinces (civil rights, the protection of which is an important object of vital statistics, being assigned to the provinces by the British North America Act) the Census Office is also instructed to compile vital statistics on an *annual* basis, to meet the need for a nation-wide record of the kind, using, it is implied, the raw materials furnished by the provinces.

**Variation in
Methods**

Up to the present, the Census Office has found it quite impossible to fulfil either of these functions satisfactorily. The reason, of course, lies in the provincial records. One province has no vital statistics at all. In the others legislation and methods differ in the widest degree. The statistical year is not uniform; only six of the provinces use a common year. The Bertillon, or international, classification of deaths is wholly or partially adopted by seven provinces, but not by the eighth. Still more unsettling, each province has its own separate scheme for the collection, compilation and presentation of these statistics. Take the highly important matter of the form of the death certificate—one of several that could be cited: Of the twenty-four items which such a certificate should cover two of the provinces omit sixteen, another fifteen, and another thirteen, whilst the lowest number of omissions is three, and this does not include other items of the twenty-four which are incomplete in what they call for. Administration is all-important in vital statistics. The best

legislation in the world will yield statistics that are worse than useless if it is not administered efficiently. One of our western provinces shows an increase of three or four hundred per cent in the birth rate during the past three years. The explanation lies, not in any such remarkable gain in reproductive force among the people, but in the marked success with which the province in question has addressed itself during those years to securing better registration. The gain is, accordingly, in official efficiency, and it is a very fine thing, but it is disconcerting to have the news of it given out in the form of a rise in the birth-rate. It will easily be seen that unless methods as well as legislation are standardized there can be no combination of statistics. In the *Canada Year Book* we usually bring together a few of the more recent provincial birth and death rates, but we preface them with the remark that they are not to be made the basis of any calculation of mean annual birth or death rates,—which, being interpreted, signifies that the *Year Book* rather washes its hands of them.

The Census and Statistics Office, therefore, has a reason for abstaining from any attempt to co-ordinate existing provincial vital statistics. The same factor has also militated against careful delimitation of questions in the decennial census. Under a proper scheme, whilst the local authorities keep track of the births and deaths from day to day, there are certain data of first-rate interest to vital statistics which the census can obtain more readily. For instance, the number of children born to existing marriages can be obtained in a census by a single question to each married woman (and it is a very important matter to ascertain) but would be extremely difficult to work out from a record of vital statistics. The census has not always asked that and other questions, but we can plead in extenuation that it is hard to relate a census inquiry to a comprehensive system of vital statistics when the latter does not exist.

Suggestions for Improvement

Two somewhat interesting attempts to improve matters may be briefly mentioned. Thirty-five years ago the Dominion Government instituted a plan for compiling the annual mortuary statistics of our cities of 25,000 population and over, local Boards of Health being subsidized to supply the records under specified rules and regulations. A beginning was made with the five cities of Montreal, Toronto, Hamilton, Halifax and St. John, but by 1891 the list had grown to twenty-five. This was when the only records of births and deaths were those of the municipalities. With the organization of the provincial bureaus of vital statistics the Dominion work was abandoned. Its demise, however, was soon after marked by a significant incident, namely, a conference of Dominion and Provincial officials, summoned by the Hon. A. R. Anger in 1893, which passed a resolution calling upon the Federal and Provincial authorities to “co-operate in the work of collecting, compiling and publishing the vital

statistics of the Dominion." That resolution has lain dormant a long time—quite a quarter of a century—but we may hope that its sleep is at length to be disturbed.

The other attempt was made through the medium of the census. It was thought that the census might meet the lack of mortality statistics, for the census year at least, by ascertaining the number and causes of the deaths occurring in each household during the year preceding the date of the census. But the results were not happy.

In actual experience it was found, by careful comparison of the census of mortality with local registrations, that fully 20 per cent of the deaths had been missed. (Incidentally we found that the local records also missed a good many, though not so many. In Ontario, for example, in 1901, the census missed 6,243 deaths recorded by the province, but on the other hand secured 3,244 deaths which the province had missed.) The cause may be set down to migration of population, lapse of memory or knowledge on the part of persons supplying the information, the difficulty of guarding against carelessness in enumeration, etc. Moreover, even the information we did obtain was unsatisfactory, especially on the all-important point of the cause of death. How could it be expected that either the people or the enumerators should master such a matter as the scientific description of the cause of death according to the Bertillon classification. The number of 'heart failures' and 'colds' that occurred in the census of mortality returns of 1901 and 1911 was particularly distressing. Even had the result been otherwise, mortality statistics at ten-year intervals are not of much use. Moreover, we need birth-rates and marriage-rates only less insistently than death rates. The inability to get adequate or accurate vital statistics through the decennial census has been recognized in Great Britain, France, the United States and Germany for many years, and it is high time we should cease so abortive an undertaking here.

Co-operation of Dominion and Provinces

Now as to the remedy. It lies in taking up the matter where it was left by the conference of 1893, and in framing a plan for permanent Dominion and Provincial co-operation. In this it is the part of the Dominion Government and of the Census and Statistics Office to take the lead. We have no right, as we have no inclination, to say to any province how it shall conduct its business. But the matter is scarcely on that footing. Vital statistics cannot be compiled in a corner. Their value lies almost wholly in the breadth of the basis upon which they are built. The question of standards is not so very controversial, and, with public opinion awakening, action of some kind must follow. As between Dominion and province it is a case where there is everything to gain and nothing to lose by a partnership. The law not only requires the Census and Statistics Office to take up the work, but it specifically points to

co-operation with the provinces as the method. "Wherever in any province or territory" says the Census Act, "any system is established or any plan exists for collecting . . . vital statistics the minister may, under authority of the governor in council, arrange with the lieutenant governor in council . . . for the collection and transmission" of schedules, information, etc.

What we have done, therefore, and are doing, is this: We have made, during the past year, a thorough examination of vital statistical legislation and administration, not only in our own provinces but in other countries, and we have drawn up a compendium of the results in a memorandum, to which is attached a model bill, model forms of registration, and model regulations for procedure in detail. These we have laid in an informal way before the provincial departments, and we are now engaged in discussing them with the provinces *seriatim* in order that we may become thoroughly seized of every possible local viewpoint on the subject. When this process is finished—and it is now proceeding very satisfactorily—we shall open formal negotiations, possibly in the form of a conference of Dominion and Provincial officials—in the hope of securing ratification. The plan involves that each province shall bring its legislation and administration up to a standard—a standard, incidentally, that will enable international comparisons as well as meet our own needs—the Census Office engaging to act as an inspecting agency, and to furnish machinery for the centralization and compilation of the resulting statistics on a national basis. The Census Office will also, of course, ensure that the supplementary decennial data which it can most readily obtain will be secured in the most competent manner. By the above it is not meant that each province must cast its system in an iron mould or surrender individuality; the standard mentioned is a minimum standard pure and simple. It is the plan, to all practical intents, which has been adopted in Australia and the United States, the two countries whose federal form of government and whose social institutions approximate most closely to our own. In the United States, for example, each state, on the adoption of the requisite legislation and the passing of a test as to completeness of registration (90 per cent complete being required) is admitted to what is termed the 'registration area' of the United States, and its figures are compiled and united by the Census Office with those of other conforming states.

**No Record for
Conservation of
Man-power**

When we have accomplished as much for Canada—and we have already made a fair beginning—we shall, I hope, have placed this work on a good and lasting basis, from which, in a few years' time, we may expect to reap fruitful results. At present the reaping is meagre indeed. Public health problems cannot be studied because we have not the data. What the immigration movement means to Canada must remain a sealed book in perhaps its most important aspect, namely, the effect on our vital stock.

We are at present engaged in the greatest war of all time, and we are without the rudiments of accurate knowledge of our man-power and how it is to be conserved and built up, though we are fighting an adversary who measures such matters to a turn. In short, we know little or nothing of ourselves as a nation from a biological standpoint, the standpoint which is the beginning of everything.

II.—MUNICIPAL STATISTICS

With regard to municipal statistics, in which perhaps this meeting is still more interested, the situation is in principle the same and may be treated still more briefly. Only three provinces publish municipal statistics in any fulness of detail, and that without common plan of presentation. Indeed, within the provinces themselves, the municipalities sometimes have radically different standards. A story was whispered lately of an enterprising western town which secured the ready cash for a water system out of its sinking fund, reimbursing the latter by placing to its credit all outstanding arrears of taxes in one good round sum.

Uniformity Necessary

What is needed first is uniformity and comparability in municipal statistics of finance, including assessments, debenture debts, and sinking funds.

Next might follow details as to the management of public services. The first 12 years of this century were years of unparalleled municipal expansion over a large portion of Canada, and it is of the utmost importance to our future public credit that we should know definitely and comprehensively where our municipalities stand. Fortunately, the question of municipal government as a whole is receiving a degree of attention unknown before, and we have now three provinces possessed of full-fledged departments of municipal affairs. If these departments, and our municipal statistical departments generally, would make a study of the work being done in, say, Massachusetts and Ohio, two state communities near at hand, which offer perhaps as good models as can be found of well thought out and carefully developed systems, it would have a steadying and unifying influence. The root of the matter, of course, lies in municipal accounting. We must have uniformity here before progress is possible. As you know, the Union of Canadian Municipalities has done considerable spade-work in this field, and it might be suggested that the League unite with them in the practical consideration of this problem.

Assistance of Census Office

A year ago this meeting appointed a committee of three to enlist the co-operation of the Census Office in municipal statistics. That our office should assist to its utmost in such a matter goes without saying. What we have done since your appeal is to assemble all the data possible for the careful study of the situation and of the lines along which the dif-

ferent authorities may co-operate. It must be said frankly that the general co-ordination of municipal statistics has nowhere reached any degree of final perfection and, in fact, has not proceeded beyond initial stages of development anywhere. It is the magnitude of the fundamental difficulty of accountancy that hampers. Nevertheless we see no reason why even on so complicated and highly localized a problem a central office like ours might not do good work in bringing the provinces together, in propagandizing, and in actually collecting and compiling data. We have, of course, no authority to instruct municipalities in the matter of their accounting systems. What we might do, however, as a start, is to institute a federal system of municipal statistics for, say, every municipality of 10,000 and over. I do not think there would be any practical difficulties in the way of securing the co-operation of city officials, and such work, launched after fullest consultation, not only with provincial departments, but with municipal bureaus (including bureaus regularly constituted and those under private management), could be made to help materially in setting standards, and, in a general way, creating a nucleus around which the provinces might build, on a basis that would have national as well as local ends in view. We have all the plans for such action drawn up, but have been hampered and, indeed, halted by the inroads made upon our staff by the war.

As said at the outset, the Census Office will appreciate your discussion of these plans, which have been placed before you only in the broadest way, and I can assure you, on behalf of the Minister, that any representations you will be good enough to make will receive the fullest and most sympathetic attention. The matters concerned are highly technical, and the stage has long passed when other than technical and detailed consideration of them is of much value. It is work of a kind that must rest for support upon bodies like the Civic Improvement League; it cannot rely on any wave of popular enthusiasm to carry it forward. Nevertheless, I believe there are no two gaps of the several that exist in the statistical system of this country that are more worthy of being filled at the earliest moment than those of municipal and vital statistics.

DISCUSSION

MR. S. R. TARR (Winnipeg): Mr. Chairman, ladies and gentlemen. One matter particularly emphasized in the paper by Mr. Coats is the serious dearth of comparative information regarding municipal administration throughout Canada. If there had been such information compiled and available in our palmy days, it is hard to conceive that we would, in so many cases, at any rate, have run quite so wildly on our financial joy rides as we did.

Ald. Owen's reference to the comparative statistics presented by

Commissioner Yorath illustrates the need for such statistics being authoritative. No matter how carefully compiled, they are always, and very naturally, open to objection, and until we have some comprehensive and authoritative statistical information of this sort we will always meet such difficulties and objections.

Commissioner Yorath emphasized certain tendencies which have led to an unfortunate financial condition in some western municipalities, namely, the extension of public utilities, and I take it that he concerned himself not so much with their establishment as with their extension to sections far in advance of settlement, and which, with a proper town-planning scheme, would not have been provided with them for years to come. And the same may be said of local improvements. Local improvements are paid for by the property owners and not by the city, as a whole, but that is only a partial answer. The community is considered as a unit, and the per capita debt, which concerns the investing market of the outside world, includes not merely the general debt but also the debt for local improvements which is distributed over the particular ratepayers concerned. If we add this local improvement per capita debt to the figures I have already given, we would have some still more sky-high figures. For instance, the per capita debt in St. John is \$11.25, including even the local improvements of individual property owners. Compare that with Edmonton, which has a per capita debt of \$245, including the school district; adding the ratepayers' share of local improvements brings it up to \$309. Naturally and rightly Edmonton's debt should be higher, as it is a new and rapidly developing city, but I think we will all admit this large difference should not exist.

One way in which the creation of these local improvement debts has militated against sound finance—and Commissioner Yorath, I think, voiced the general sentiment when he pointed out the alternative method of financing which should have obtained—is in the matter of arrears of taxes. These arrears of taxes were very largely arrears on local improvements on outer subdivisions which have not come into real use and upon which the nominal owners have, in many cases, grown tired of paying taxes.

Commissioner Yorath spoke of the very great difference between cities in the method of assessing local improvement debts. From the handbook on Canadian municipal statistics issued by Wood, Gundy & Co., I find that in Winnipeg about 8 per cent of the total local improvement debt now outstanding rests upon the city, the other 92 per cent resting upon the individual property owners directly benefited or concerned. I found that in Vancouver the city bears the responsibility for practically 35 per cent of the total local improvement debt. The exact figures are: City's share \$3,466,000; property owners' share, \$6,325,000; roughly altogether \$10,000,000. Vancouver, like Edmonton and Winnipeg, has very large

arrears of taxes at the present time. The auditor's report on the finances of Edmonton points out that the arrears of taxes are now over \$5,000,000, or practically five times what they were three years ago. Drastic means have to be considered in dealing with the immediate financial problems that face some of our Western cities. Those in charge of the financial administration of Edmonton, at any rate, are clearly pointing that out to the citizens, and are strongly urging that the matter of these arrears be definitely faced, that the task be spread over five or more years, and that an effort be made each year to wipe out a portion of those arrears. To accomplish what is desired necessitates revision of existing methods of taxation.

Reference has been made to the broadening of the basis of taxation, the apparent necessity for changing from merely a tax upon real estate, which, in hard times, has been found difficult to collect, to a tax which, in a considerable measure, will be based upon ability to pay as measured by the income. Upon this matter, however, I shall not take time to touch, all important as it is.

Dr. Brittain's paper was particularly interesting to those of us who are members of the Winnipeg Citizens' Research League. The methods and principles laid down by him so clearly are the methods and principles which we, somewhat hazily at this distance from centres of municipal research, have been trying to follow. Dr. Brittain spoke of the advisability of some form of city club or civic club, which would be an open forum for discussion on matters of importance to the city. That is what the Civic Improvement League of Winnipeg is. A largely attended meeting was held under its auspices a year ago and certain information was laid before the citizens; this was followed up by an open discussion.

Dr. Brittain referred particularly, and so did Commissioner Yorath, to the necessity of compiling a yearly civic budget for the guidance of the administration. For the information of those present I have asked the secretary of the Citizens' Research League to pass around this bird's-eye view of the city budget. I want to say this, following up what Commissioner Waugh and Controller Cockburn said this morning, that our city administration has shown the utmost readiness to consider and to act on suggestions brought forward by our League. Controller Wallace advises that the City Council will make some announcement with regard to a public hearing for considering the estimates which have been drawn up for the year entered upon. General principles laid down in the report of our Research League are being followed in the preparation of these estimates, and I am sure the announcement and publication of them will be awaited with very considerable interest. I think, possibly, that Winnipeg will be the first city in Canada which will have definitely adopted the plan of holding a public hearing to discuss a preliminary systematized budget.

I feel very, very strongly, with Dr. Brittain, that a basic thing in improvement of city administration is that more information should be available. That information can only be obtained as the result of some effort. The research league or civic improvement league cannot of itself attempt to do the thinking of the community. It can and does try to present information in an understandable form, but it is incumbent on the citizens as individuals to study it carefully and to make use of it.

Commissioner Yorath evidently favors the city management form of government. I was very much interested a few months ago at a municipal conference at Springfield, Mass., to hear City Manager Waite, of Dayton, Ohio, the largest city which has adopted that plan, make a remark to this effect: "Frankly, as a city manager, I want to say that the success of the city manager plan up to date is largely due to the fact of the newness of the plan, of the breaking away from old political traditions. The introduction of a new instrument arouses for the time being such interest that civic co-operation has been secured. But, I want to utter this word of warning, that if citizens generally become indifferent, the city manager plan as a system will be no more effective than the old council plan."

DR. BRITTAIN: With regard to my remarks on the administration board, my idea was not that it should meet each week to receive the weekly reports from the divisional heads, but that each individual should receive weekly reports from his head, that is, the head of every department would be responsible for the management of his department. The administration board was simply intended to take the place of the general manager to which Mr. Yorath referred. The only difference between Mr. Yorath's suggestion and my suggestion is that, instead of having a general manager to put over the administration board or to take the place of the administration board, the various responsible heads of departments should themselves meet as a committee, as often as was necessary, in order to prevent overlapping, to discuss subjects of common interest, and to compile the annual budget. I do not believe any one man in a large city has any right to attempt to make the budget for the city, even if it is only to suggest it to the city council. You need many points of view on a big city's affairs. It is a well-known fact, as Mr. Yorath says, that we have not a properly trained public service. If we cannot get well-trained heads of our departments, where are we going to get business managers capable of co-ordinating a work of this kind? We need in Canada a school for the development of such men, for the training of administrators; such a school should not take men just out of college, but men who have had some experience in administration, and develop them along technical lines. Another difficulty is this, that many of the men really able to conduct municipal affairs receive much larger returns from private employments, so that it is almost impossible to keep them in the

service of the city. Until all cities learn to do what Toronto did last year, namely, to pay a decent salary to a man who has to perform an important function, just so long will it be hard to get proper men to conduct such affairs. That is one reason why municipal ownership has so often failed, or partially failed.

The administration board is simply a device to allow the people to go as far as they are willing. It is not practical at the present time to get the people to consent in many cities to the business manager plan, but it might be possible to get them to consent to the administration board.

With regard to the budget, this is not the same as the estimate. It means not only estimates of large amounts but a workable plan, and that is one of the things where we fail. We make up our estimates without a proper plan as to what the estimated amounts of money have really to do. I trust that when the members of this conference go home they will consider ways and means by which some citizens organization can be formed in every community, whether it be large or small, to give real information to the citizens.

MR. MACKIE (Moose Jaw): Regarding Dr. Brittain's and Mr. Yorath's papers, I think the difference is a mere question of words. If the heads of the various departments meet, as they meet in our city, they naturally want a head, and the natural head is the manager or the commissioner. He simply unifies and keeps all their ideas together, and so works them out that, as Dr. Brittain says, there will be no overlapping whatever.

Before we can get a proper system of co-operation as between cities it is essential that they compile their annual financial statements on a uniform basis. Not long ago, when investigating the question of the finances of our water-works department in Moose Jaw, I found that in all the financial statements published in the Province of Saskatchewan, no two could be correlated. For instance, in one city the water-works department showed a profit, but only a certain amount of the capital expenditure on the department was charged against it. Another city showed a profit which included frontage tax on the water. Much has been said as to the high cost of operating our western cities. In my opinion, apart, perhaps, from inefficient administration and from the lack of administration during the boom times, a great deal of the high cost of running our western cities has been due, if I might use the expression, to 'growing pains'. We have grown far too quickly. Comparing the city of Moose Jaw with the city of Hamilton, Moose Jaw has within its area fully 2,000 acres more than Hamilton. The latter has a population of about 120,000 and Moose Jaw something like 18,000. As a result of these large areas—and what I say in regard to large areas in Moose Jaw applies to every other western city—all the utilities have had to stretch through blocks of vacant pro-

perty to reach a few consumers on the outskirts of the city. Bearing out this, in Moose Jaw we have $24\frac{1}{2}$ feet of water main per capita, in Hamilton they have only 9 feet; we have 14 feet of sewer per capita, Hamilton has 7 feet, and the same thing applies to sidewalks and every other utility. I was disappointed at Mr. Yorath's attitude regarding cities owning their own utilities. I think there is no more splendid example of the advantages of the city owning its utilities than in Winnipeg, where, I understand, before the City Light and Power Department went into operation you were paying something like 13 cents a kilowatt hour for light; you are now furnishing power to the citizens at 1 cent per kilowatt hour.

It may be that in the old country privately-owned utilities have shown a higher profit than publicly-owned utilities, but that was not due, and I am speaking from knowledge, to inefficiency in operating those utilities, but that in many instances in the old country, service was supplied at net cost to the citizens. No more striking example could be found than in Glasgow, which not only pays its citizens a handsome surplus but, as I understand it, nets over £500,000 for the reduction of taxes on the general city expenditure.

We can never get efficient municipal administration, no matter what form of government we may have, until we have the whole body of the citizens enlisted in active and hearty sympathy, until we get, what is very often wanting in our western cities, a proper civic pride and an enthusiastic interest in all the works in which a city has to engage.

MR. RATTENBURY (Charlottetown, P.E.I.): We have none of those difficulties complained about as to civic management. Mr. Yorath omitted Charlottetown when he was speaking of per capita indebtedness. I suppose the reason is, we really have no per capita indebtedness in our city. I am not sure of that; at any rate, if we have been borrowing, we have assets equal to our borrowing. We had trouble some years ago, and we employed an expert accountant. He opened the city accounts. All the questions that Dr. Brittain said should be answered by financial statements are answered by the city accounts. They are audited annually by chartered accountants, so that they show plainly the financial condition of the city. I would like to hear from Mr. Yorath what sort of accounting is usual in the cities here.

MR. MACKIE (Moose Jaw): In Saskatchewan it is the law that all financial statements of the city are prepared and certified to by chartered accountants, but chartered accountants, like doctors, engineers and all other creatures, differ in their way of doing things and are prone to present the same information in various forms.

MR. BAYNE: The rural municipalities of Saskatchewan have derived great benefit from a uniform accounting system, prescribed by the Department of Municipal Affairs. Commissioners Yorath of Saskatoon and

Mackie of Moose Jaw, in speaking of the lack of a uniform accounting system, referred only to the seven cities of Saskatchewan, for which the Department of Municipal Affairs has not yet prescribed uniform records of accounting. In over 298 rural municipalities there is one system of bookkeeping and one form of financial statement. The same is true of our 310 villages and 75 towns. If the seven cities will also issue similar statements we will have a condition for all of Canada for which this conference seems to be striving. Some of our Prairie Provinces could easily fall into line with a uniform system of municipal statistics for all Canada.

MR. F. M. BLACK (Alberta): I beg to move the following resolution:

"WHEREAS, there is at present no uniform system of municipal accounting in Canada; and whereas the benefits of such for public health information and guidance are incalculable;

THEREFORE, BE IT RESOLVED, that this convention places itself on record as favouring such uniformity and lends its moral support to the communities which are already engaged in advancing the efforts of the Union of Canadian Municipalities toward that end."

THE CHAIRMAN: Mr. Adams will introduce a resolution asking you to sanction a resolution committee. The committee will be in session to-night and to-morrow will present to you various resolutions. If Mr. Black is willing I would like him to have his resolution brought in through the resolutions committee.

MR. BLACK (Alberta): That is quite satisfactory.

MR. BLACK (Selkirk): The papers presented here this afternoon are particularly adaptable to cities. There are many towns of importance in this western country, and I come to you with a concrete problem. At Selkirk, we have committed quite a sin, but the problem now is to correct it in so far as it is reasonably possible to do so. A few weeks ago, being of the opinion that we were paying too high rates for water, I started to investigate and to figure out some basis that would be equitable. I was surprised to learn, after writing to various municipalities, that not one had made any scientific study of water rates. I am going to ask Dr. Brittain, of Toronto, if he can help me out on some scientifically constituted basis of water rates. We have the problem now facing us and we have water-works which cost a great deal to build, but they are not paying us revenue. I was interested in the study of the Winnipeg water-works report. The last report shows they made a profit, but part of that profit was made up of frontage tax. I do not consider that profit. That is a problem for which I would be glad to have some tangible solution to take back to my municipality.

MR. BURDITT (St. John): St. John has been referred to as the city that has the least per capita debt; really it is not a debt at all, because

our assets far exceed our liabilities. We have a budget which is published every year, and our tax bill states exactly what our tax is for, namely, so much for this service, so much for that, so much for streets, so much for interest on debentures, so much for water rates, so much for schools, and so on. The water rate is based on the actual cost of administering the system. No extensions into new districts are made until the residents in those districts petition for the extension and guarantee to pay a rate that will liquidate the debt in 20 years and provide interest and sinking fund requirements. As soon, however, as the regular rates assessed on the whole city provide what is necessary for the sinking fund, they pay merely the regular rates. I cannot say exactly what our rates are, but I know that we have a surplus every year.

MR. THOMAS ADAMS: I would like to emphasize that one of the troubles in connection with water rates is the fact that we consume far too much water and waste a great deal. It seems as if we thought, because there is plenty of water in the country it did not matter how much we used; but it does matter. I took the trouble, in a discussion which we had in our Civic Improvement League in Ottawa recently, to compare two cities. They happened to be on different sides of the Atlantic, but that does not matter, because on this question of water supply the one city was as well served as the other. In the European city they perhaps did not have so many baths in the small houses, and they perhaps did not turn on the tap so much in the winter; perhaps, too, they conserved the water a good deal more, but the difference was this, that a workingman's family in Ottawa pays about \$30 a year for water supply, whereas in this other city the workingman and his family paid \$7.85 per annum. In one case the cost to the workingman was one-fourth of the other. There were about 900 meters in the city having this cheap supply, as against 48 meters in Ottawa.

The meter is the proper means of correcting abuses in the use of water, and, in the case of large factories and large homes, there ought to be meters to conserve the water and keep down the rates. Consumption in one city was about five times as much as the other. In Ottawa we consumed over 200 gallons as against 30 gallons consumed per day in the other case. Now the question of water-works statistics is very important, but we must not forget that there are also engineering problems in connection with the elimination of waste and that the metering of large services undoubtedly makes for economy. These are points of fact towns like Selkirk ought to consider so that any present waste can be disclosed and eliminated.

MR. BLACK (Selkirk): I think it is only just to say to the gentlemen who have furnished papers this afternoon that if more discussion has not taken place it is because of the impossibility of discussing such exhaustive papers in the time at our disposal. I for one would like to go on record as expressing very deep appreciation of the efforts which have been extended in their preparation.

Regarding the difference of opinion between myself and Dr. Brittain

ALD. OWEN (Vancouver): I quite agree with the last speaker and that is perhaps the reason I have not entered into the discussion at all. The papers have been exhaustive and we have had little time in which to digest them. I cannot agree with all that has been said in some of the papers, especially that of my friend from Saskatoon. Different conditions prevail in different provinces. Credit might be due in some cases where perhaps it is not given. For instance, some cities may not own their own hospitals and therefore do not have to pay for their up-keep. We have a very low tax rate in British Columbia, whereas in the Prairie Provinces it is very high. Our bond issues may extend over twenty to forty years where those of other cities may only extend ten to twenty years.

THE CHAIRMAN: It is quite impossible to hold a convention of this kind for longer than a couple of days. These papers and the greater part of the discussion will be published and distributed throughout Canada; after all, what takes place here is merely the beginning of the educational work these papers will do.

MR. THOS. ADAMS: I move that the following resolutions committee be appointed: Mr. G. Frank Beer, Ontario; Dr. Brittain, Ontario; Commissioner Yorath, Saskatchewan; Messrs. G. W. Markle, J. H. Curle and S. R. Tarr, Manitoba; Commissioner Black, Alberta; Alderman Owen, British Columbia; Alderman Kelly, Maritime Provinces, and Mr. Covert, Quebec. We have had to combine the Maritime Provinces so as to keep the resolution committee comparatively small, but Mr. Burditt and Mr. Rattenbury would be welcome on the committee if they desire to serve. Resolution carried.

COMMISSIONER YORATH: Regarding the remarks as to the figures quoted in my paper respecting the per capita debt of the cities throughout the Dominion, they were used to emphasize the very large increase in the debt of Canadian municipalities. The figures were compiled from the Dominion census returns of last year and from the statement of general debenture debts quoted in Messrs. Wood, Gundy & Co's handbook. The citizens' co-operation in municipal government is essential, no matter what system of municipal government be adopted; this I wish to emphasize. In Saskatchewan it is our practice to prepare a report giving the expenditures for the first ten months of the year and all particulars of the departmental work, and that report, together with an estimate of the proposed expenditures for the following years is presented to the ratepayers at a public meeting before the annual election. In that way we endeavor to get the citizens' co-operation and support in the civic government; but, unfortunately, I think it is found, invariably, that in all the cities in the West, very few citizens attend these annual meetings to discuss civic matters.

as to the concentration of management, Dr. Brittain advocates that the management should be under the control of heads of departments and I submit that the better form is by concentrating the management in one person. I think if there is one thing which has been emphasized more than any other during this war, it is the effect of the concentration of management or control in one person. Dr. Brittain has said it is impossible with municipal work to concentrate management in one person. I submit it is not impossible. The chartered banks throughout the Dominion, concentrate their management in the general manager, and surely the work of the larger banks must be as great, if not greater, than any municipality.

Mr. Mackie, of Moose Jaw, I think, has misread my remarks regarding the operation of public utilities. I think, perhaps, when he has an opportunity to read my paper he will find, I stated, that if it is found necessary, in the public interest, to have municipal ownership, then it must also be necessary, in the interest of the public, to see that you get experienced management and experienced employees, and thus remove the disadvantage of bringing the public utilities under objectionable ward politics.

Regarding the question of water supply, there is undoubtedly a very large waste of water in connection with our public utilities. In some instances, in Canada, the water consumption per capita is five and six times, in many instances more, than that in European cities. That is largely accounted for by waste, because it has been proved, particularly in cities where the meter system has been adopted, that the water consumption can be considerably reduced. The result of the waste is that, if the water is pumped, say, from a river, it has to be filtered and then pumped again to the consumer. Thus, if your consumption is six times as much as it should be, you have to pump from the river six times more water than is necessary. Your power is six times greater than it need be, your plant is very much larger than it need be and you have very much higher plant expense on that account. Your filters have to be unnecessarily large, expenditure in filtration is unnecessarily large and when you have filtered the water it is ready for distribution and you have to pump that water again to the consumer. You can thus see the very vital necessity for cutting out waste.

DR. BRITTAIN: The difference between Commissioner Yorath and myself is a difference of opinion as to the stages of development we have reached. He mentioned the managers of chartered banks. The banks will pay men to manage their business and the cities will not. Until we have some system of technical training for men to act as managers, it will be impossible to have a wide extension of that method.

Now in regard to water, I wish I could help out Mr. Black, of Selkirk.

I know a city that eleven years ago charged the fire department \$54,000 for water. This year it is charging the department \$700,000 for water and shows a profit. If water rates are too high for the poor people, do not reduce the water rates, but make a minimum charge; that is, allow a certain amount of water for a flat rate that anybody could pay and then meter the rest. You must supply manufacturing concerns, hotels and big houses. Perhaps when the cost of meters go down—they are tremendous now—they will be more generally used. In several American cities the adoption of the meter system almost cut the water consumption in two. There is no reason why Ottawa should use 200 gallons per capita per day. There is no reason why we should average more than 70 gallons a day. If any of you have any information that would be of service in making a study of this subject it will help me out.

EVENING SESSION, MONDAY, MAY 28

At an informal reception and supper, held in the Royal Alexandra hotel, a number of addresses were delivered on civic problems. Mr. G. W. Markle, chairman, introduced Mr. G. Frank Beer, of Toronto, as the first speaker.

MR. G. FRANK BEER: If the present war has not destroyed our national tendency to favour a policy of 'drift' we have not learned one of its chief lessons. The price of intelligent action is intelligent thinking and planning. We can drift into social evils and national dangers, but we shall never drift into national security and social well-being. Drift is never intelligent, never remedial, never constructive. It is equally dangerous and costly.

We have been slow to recognize that the principles governing private business apply equally to the conduct of public affairs. Yet the failure to adopt sound business methods in the carrying on of public affairs involves annually a loss greater than the losses occasioned by all the failures of private enterprise. In the one case the creditors are comparatively few, while in the other we are all creditors and all share in the losses.

It is evident that we do not, as we should, recognize the union of interests which exists between citizens and the state. To many persons the administration of public business is a matter of comparative indifference. President Butler of Columbia University has well pointed out that "the political vitality and integrity of a modern state must rest in the last instance upon the character and clearness of the political opinions held by men who are without official station. No administrative vigour and no legislative wisdom can long survive in the vacuum of public ignorance and indifference." If we are to make social progress as communi-

ties and national progress as a state, personal interest in matters relating to public government must be deepened and quickened. We should now, as in the days of the Greek republics, regard a man who takes no interest in public affairs, not as a harmless, but as a useless, character.

The objects of representative government call for restatement. Governments are representative only in so far as community interests are dominant. The duties delegated to our parliamentary representatives need a new and clearer definition. For instance, if, as electors, we really desire that they shall have the so-called political patronage of their constituencies, we should not be ashamed to state this fact openly and formally. Let us not blame governments only for the waste and inefficiency for which, we, through our chosen representatives, are directly responsible. There is, at least, honesty in clear definitions.

Some two hundred years or more ago the people of Great Britain framed a memorable declaration as to their rights and liberties. Later days have brought new issues. It would be well for Canada, if there were now framed for it a declaration of duties and responsibilities—the duties and responsibilities inseparable from Canadian citizenship. To-day, as never before, the interests of the state and the common interests of society immeasurably exceed the interests of persons, provinces or political parties. Democracy means nothing ennobling, nothing progressive, if it means less than the largest common measure of responsibilities shared in friendly and equitable co-operation.

If governments do not always sufficiently recognize their duty as the executive and administrative head of the state, it may be equally true that we, on our part, fail to recognize as we should our duty as citizens. If we fail to inculcate these duties in the minds of our boys and girls, national spirit will surely decay. Instead of the increase in social progress for which we hope and work, we shall lose the measure of it which we now enjoy; for social progress is governed by the measure of responsibility which we attach to citizenship. Without community consciousness social progress is impossible.

What I have stated has a direct bearing upon the objects of this conference. As the interests of the state and of its individual members constitute but one problem, so the development of rural and urban communities constitutes one problem. Community interests cannot be dissociated. No greater dis-service can be done the state than to emphasize local as opposed to common interests. Society becomes strong and races develop in proportion as they learn to co-operate. Influences which weaken and obstruct are invariably antagonistic to co-operation. Selfishness, the greatest of all enemies to social progress, lies at the heart of this antagonism.

We are met to consider matters which affect the satisfactory and pro-

gressive development of rural and urban communities. Town planning, the title commonly applied to the subject of our conference, is simply nation building reduced to every-day problems and every-day work, but to understand rightly the objects of town planning one must become conscious of its spirit. Co-operation is its purpose and recommendation. It means only intelligent citizenship, but meaning this, does there remain anything further to be said in its favour?

IRELAND'S CONTRIBUTION

THE MARCHIONESS OF ABERDEEN expressed her pleasure at being present at the conference and gave some illustrations of the share which Ireland—now, she hoped, about to emerge from the troubles which had so long vexed her people—had taken in the war. Continuing, she said:

To the recruitment in Ireland itself of between 130,000 and 150,000 soldiers must be added the number of Irishmen who have joined British regiments. The young people of Ireland, who can not find employment at home, have emigrated by thousands. Many of them have gone overseas, mostly to the United States; but many have found work in England and Scotland, and, upon the outbreak of war, joined the regiments recruiting there to the number, it is calculated, of 170,000 over and above the Irish enlistments.

Nor has Ireland's contribution to the war stopped there. Since the passage of the Land Purchase Act, agriculture has improved. In the year before the war Ireland exported to Britain more foodstuffs than any other country in the world, with the exception of the United States, and the latter is not far ahead. The value totals some £33,000,000; but since the war, this has reached nearly £60,000,000. In 1916, 83,000 acres of new land came into cultivation, and in the present year the area under cultivation has grown by no less than 750,000 acres. These facts must be borne in mind in regarding Ireland's contributions to the empire's war resources.

There is a close connection between Ireland and the subjects held in view by the Civic Improvement League of Canada. The conditions under which the working classes of Ireland live are often those such as you are labouring to prevent or remove in Canada. Lord Aberdeen and I have had ample opportunity to learn at first hand the needs of the Irish people in respect to child welfare, housing and other social conditions. We have recognized that the people of Great Britain have had great calls upon their generosity, and have, therefore, come to America to appeal to the descendants of the Irish who have settled here for aid in the work of civic improvement in Ireland, commenced in Ireland just before the war broke out. Thirty per cent of the inhabitants of Dublin live in one-room tenements, and another twenty-two per cent in two-room dwellings.

The old, decaying residences, occupied at one time by the well-to-do classes, but now by the poorer classes, have often had nothing done to them since their former occupants abandoned them.

The alarming mortality among children under one year old, not only in Ireland, but in England also, must be seriously considered. It serves to illustrate the need for facilities for dispelling ignorance and improving the conditions of life for the Irish people. Despite the war, they have, fortunately, been able to sustain the social welfare work commenced, and have formed more than eighty associations similar in objects to the Civic Improvement Leagues of Canada.

I earnestly appeal to Irish people and those of Irish extraction to volunteer their aid in making a better state of living conditions possible for the people in Ireland, especially those of the large towns and cities.

MRS. ADAM SHORTT: I want to say a few words respecting the relation of the home to civic problems. I know no problem concerning the food supplies of my household that is not a civic problem. With present-day opportunities of education and information, no housekeeper, who sanely and wisely undertakes the responsibility of nourishing the bodies and looking after the mental and moral surroundings of her family, can close her eyes to where her food supplies come from. It surely is not all that a woman can do to receive the meat at her back door and never ask where it comes from or whether it is inspected meat or not. Surely no woman who is conscious of her responsible position, can accept and feed to her children milk of whose origin and the conditions surrounding the transportation of which she is ignorant. Surely no woman can be ignorant of or wilfully apathetic in regard to housing, sewage, the disposal of garbage, or tuberculosis, the problem of mental deficiency or especially the question of infantile mortality.

Winning the war is uppermost in our minds, and the question to-day is how can those not at the front help most. A clarion call for conservation is sounding from the Pacific to the Atlantic; for conservation of adult life, conservation of our returned wounded, conservation in the saving of life and in promoting healthy conditions for the growth of small children and healthy adults. Surely there never was a time when the call for preservation of human life, when the call for the preservation of infantile life, was so great, so peremptory as it is to-day. Those are forms of conservation in which every Civic Improvement League is interested. But the one that is loudest and most insistent to-day is for the conservation of food, for the practise of thrift. Appeals have been issued for greater production, and, to a certain extent, they have been answered, but the farmer is without the man-power to even plant and reap what he would have done in other and better times. It is pathetic to see the tens of

thousands of acres in this broad Dominion untilled, when in every municipality we hear the call for the cultivation of the little back yards.

We have surely come to a time when the women can help as never before. What are we to do in the face of a food shortage? Every thinking person knows that sane people eat to live, and do not live to eat. Now what must we eat to live? There must be a wide-spread educational effort made to teach people what is the science of good living. Everybody should know that certain foods give us the material requisite for growth, or for repair, or for producing energy. We must know the qualities of foods if we are to keep our bodies in a state of maximum efficiency. Furthermore, we must know what are the available substitutes in order to conserve wheat and meat.

There should be an appeal to save and produce made from every pulpit in this country to the people. If it is made clear enough it will not fail. Unless we can bring the appeal to the masses, we shall not succeed as we should. If we can hold the second line while our boys at the front hold the first, we shall, at any rate, have done our part in national service and have helped to 'carry on' to the last ditch and to bring victory home to serve our nation.

THE CHAIRMAN: Mr. Thomas Adams, of the Commission of Conservation, will report on the general progress the Civic Improvement Leagues are making, and Ald. Kelly will bring greetings from the Civic Improvement League at Halifax, and Mr. Philip from that at London, Ont.

MR. THOMAS ADAMS: Only some seven per cent of the people of Canada are at the front fighting our battles, 93 per cent are at home providing the munitions of war, whether they are shells, or wheat, or beef, or other commodities. Yet we are sometimes told that when we are at war we have, as it were, a house on fire, and our whole duty should be to put out the fire. Well, that is true, if we remember that the water which is used to put out the fire has to be provided by the people at home, that our men who are beating down the flames depend upon us for the water.

We all know that at present we are suffering from land speculation in the past, and as a consequence are to-day faced with seriously diminished production. We have been devoting our attention to planning land for the purpose of its speculative use instead of its productive use. Even to-day there are men in this country who are, consciously or unconsciously, using this need of production for purposes of speculation. We want to safeguard ourselves from such profit and concentrate our forces to increase production, to conserve food and to prevent exploitation of our citizens by selfish interests.

Now at the root of these problems there is the question of planning and developing the land. You cannot get effective co-operation, you can-

not get effective statistical information, you cannot organize a satisfactory system of rural credit, you cannot properly organize your municipalities, while land settlement is so widely scattered. Only some 20 per cent of the land which is sub-divided is really in process of cultivation, —or certainly not more than 30 per cent, if you include pasture land and land in the state of fallow. The land in cultivation represents only about one-fifth of what has been disposed of. Where is the other four-fifths? It constitutes a barrier between the consumer and the producer, it means so many more miles of bad roads to be travelled over to bring the produce from the farm to the market, it means that much of our most fertile and accessible land is not producing at the moment when food is scarce and dear. Our greatest need in Canada is to conserve life, to provide us with the human energy necessary to convert our natural resources to human use. Lady Aberdeen referred to high mortality figures in England, but England has a death rate of only 14 per 1,000 as against our 17.2 per 1,000 in Quebec. We have 17 per 1,000 in some of our Canadian cities as against 14 per 1,000 deaths in the city of New York, with all its congestion and all its slums. This waste of life is the problem that affects us here at home. We are allowing children to die in Canada because of neglect and indifference, we are losing valuable young lives when the most valuable production of this country is young lives.

Next in importance to the conservation of life, is the conservation of human skill. The farmer wants labour, but he wants more skilled men rather than more men. We want more tractors on the farms and more men with skill, because every skilled labourer will help to give employment to several unskilled labourers. Production is the only basis of wealth, and the only means to secure increased production is by conserving and educating the people. This question is being dealt with by Civic Improvement Leagues in every province. In Halifax, Mr. Kelly is secretary of an active league, which has the same difficulties as the leagues in every province. The prominent men in the city seem to stand off, they are not so hearty in their interest as they might be; some of them are active and enthusiastic and doing all they can while others fight against progress. What is the chief foe? It is not any direct and intelligent opposition, but simply a sort of indifference to the problem because it is not understood. In New Brunswick, Mr. Burditt represents the Town Planning Commission, which is planning an area of 20,000 acres, of which he will tell you to-morrow. Lady Aberdeen told us that when they came to solve the housing problem of Dublin, they started to prepare a town plan; when we come to solve housing conditions in any of our municipalities, the first thing we will have to do is to plan for healthy building development. As for Quebec, the Montreal League is the oldest in Canada. It will be referred to by Mr. Covert later on. In Ontario, we have a number of leagues, including several in Toronto, where splendid work is

being done by Dr. Brittain's Bureau of Municipal Research. We have in Ottawa an active league, of which the Hon. Sydney Fisher is chairman and Mrs. Shortt is a member. All these leagues have dealt with or are dealing with the questions of assessment and taxation, of abattoirs, industrial farms and other questions. We also have activity in Hamilton, in London and in other cities. In Port Arthur, a splendid group of men, with Mr. Milne as secretary, is actively engaged in civic improvement. In the western provinces we have not yet formed Civic Improvement Leagues to any large extent, but as far as Vancouver we have groups of men engaged in the work of promoting leagues for the whole of the coast districts. I need not refer to Winnipeg; that is a question which relates to your own district, but we are awaiting the time when we will have leagues all round this city. The Commission of Conservation is only interested in this matter because it recognizes the fact that you cannot make much progress in a democratic country unless you educate the people to appreciate the effect of the legislation which you introduce; you must make them realize that the most important thing is not to pass acts of parliament, but to administer them properly. Legislation cannot be effective unless the people are educated to appreciate it. We want to make the people feel that they want these acts of parliament rather than that we are imposing acts which they do not want.

I have had an opportunity during the last few weeks of studying conditions in certain rural districts, in which I find that the degeneration and the poverty is worse than in some of our city slums. We want to look to that problem, especially when we remember that some people are suggesting the placing of returned soldiers on isolated rural lands, where it is possible we may be doing them a dis-service instead of a service. We want to give these men something that is worthy of the efforts and the heroism which they have shown on behalf of our country, and we want to plan these new settlements so that they will enjoy social facilities and education and co-operation.

MR. F. A. COVERT (Montreal): The Montreal Civic Improvement League is able to report progress during the past twelve months. We have secured greater cleanliness and greatly benefited and bettered the public health of the metropolis of Canada. We are also discussing in a quiet way the problems of housing in Montreal. Our league took active steps last January to influence public opinion in favour of a town-planning act for the province of Quebec. The suggestion was favourably received by the Government, and we understand a bill will be introduced to provide for better town-planning facilities for the province.

We have recently formed a committee, with Fire Chief Tremblay at its head, for the purpose of going into the legal aspect of the fire laws, as it applies to the province of Quebec. Our fire laws seem to make it easy, as our Fire Chief says, for certain people to make a business of having

fires, and he is studying preventive legislation to be placed before the Provincial Legislature.

We have appointed a strong committee in Montreal to study the drug habit, so that we may be able to go to the Legislature or the Parliament of Canada, backed up, I hope, by the various leagues throughout Canada, and ask for the most drastic laws to prevent the spread of this habit.

We are going to ask the city to pass a by-law to prevent the selling of second-hand clothing or furniture without disinfection, or at least to prevent their being sold before being passed by a city inspector.

If there has been one feature or one problem which has come to the front more in this conference than any other problem, it is that of securing clean and efficient municipal government, and I believe that this is an outstanding phase of Civic Improvement League progress. At the annual meeting of our league the executive was instructed to take steps to form in Montreal a commission for the purpose of educating our citizens in the operation and function of good civic government. We also intend to form a junior Civic Improvement League so that we can implant in the boys and girls, who in a few years will exercise the franchise, the proper civic ideals.

MR. ALD. KELLY extended greetings from the Halifax Civic Improvement League.

MR. GORDON PHILIP (London): In London we have formed a branch of the Civic Improvement League. As a result of a meeting held last December a resolution was sent to Toronto, which we followed up later by representatives, asking the Provincial Government to form a department of municipal affairs, and to pass a town-planning act. Our efforts, along with the efforts of other civic improvement organizations throughout Ontario, were successful, and a department of municipal affairs has been established in Ontario. We also have a town-planning act, although, perhaps it is not yet all that could be desired. On behalf of that part of the Dominion I think I can say that we are ready and willing to do what we can to advance the work which has been started by the Commission of Conservation.

TUESDAY, MAY 29—MORNING SESSION

At the morning session the chair was occupied by Hon. Valentine Winkler, Minister of Agriculture for Manitoba, who, in opening the meeting, said: The subject under discussion this morning is 'Production and Distribution'. There is nothing more vital to the people of western Canada than this. To produce it is necessary to have population. In the older countries great anxiety is caused by the threatened depopulation of the rural districts, and even in Manitoba, practically a new province, we hear the cry of 'back to the land'. It is not so much a 'back to the

land' movement as a 'stay on the land' movement that we need. We ought to keep the boys and girls, the farmers' daughters and sons, on the land. To do that it is necessary to make farm life comfortable and convenient. Much has been done to accomplish this. We now have the rural telephone, the automobile and very much better roads. In Manitoba we have a Good Roads Act, under which our roads are being improved.

We have also what is still a greater utility in our electric power. In Manitoba perhaps more water-power is going to waste than in any other province or state on the North American continent. Winnipeg has harnessed a considerable portion of that power, almost enough to supply the whole province. That this electric power may be available for general use by the people of Manitoba, all that is necessary is a trunk transmission line throughout the different parts of the province.

Distribution is our most important problem. Geographically, we are in a very awkward position; we are far from the seaside and consequently our freight rates are high. To overcome this handicap all our products should be concentrated as much as possible. I feel that our wheat ought to be made into flour here, and the bran and shorts returned back to the farmer. This would be an incentive to the greater production of both hogs and cattle.

I will now call on Dr. Robertson.

Rural Production and Development

BY

DR. JAS. W. ROBERTSON

Mr. Chairman, ladies and gentlemen: It is not my intention to attempt an elaborate exposition or description of rural production. It is my hope that I may be able to present a few statements of facts and some ideas and suggestions which may be useful, particularly to those who are actively engaged in occupations concerned with production from farms. Foods and the raw materials for clothing come almost wholly from farms. Fish is an important exception. But in Canada many of the fishermen are also farmers. In some countries rural production includes the manufacture of many articles not made from farm crops. Belgium had developed a combination of agriculture with industrial production. The northern and eastern parts of France were noted for carrying on successfully a union of intensive agriculture and small industries. Such industries as weaving and the making of brushes, boots and shoes, lace, straw hats, bolts and nuts, paper knives and fans were carried on extensively by the same people who cultivated the land. While these are small industries the annual output amounted to very large quantities; and the prosperity of large areas has been attributed to the diversified occupations

of those who lived on and cultivated the land. The development of the people themselves and the satisfaction they gained from making useful, and in many cases beautiful, articles were in themselves accounted as very valuable, in addition to the money revenues and other economic gains.

Although manufactured articles are now being made in Canada almost exclusively in towns and cities, we must not forget that that is a modern adjustment, which may not be permanently satisfactory. Cheapness in goods may be obtained at too high a cost—even at the expense of the quality of life and the opportunities for decent, wholesome living of the workers who produce them.

In the large, rural production must include the production, by development, of a rural civilization through which individuals and communities may realize their highest and best possibilities. That implies an intelligent organization of the planning and effort of individuals and communities to bring about conditions which are favourable to that end. While farming, as a rural occupation, is followed to earn a living, it is also, by the nature of its setting and its activities, “a way of living.” To a thoughtful worker its reactions are highly educational on both his capacity and character. It makes contributions in things and qualities essential to stable, prosperous national life. The most obvious of these contributions are food products, and other forms of wealth such as farms, homes, roads, etc. Besides, there are developments of qualities of human character and the social organization of some parts of a community and a nation preparing and sustaining a basis for a high civilization.

Fertile productive land is required for the sustenance of a large population. Its wise use is essential to the advancement of civilization. The nation is concerned very intimately with the way in which land is controlled as to its ownership, concerned as to the way in which land is used, and the way in which land is being developed. I will read to you a brief extract from a speech by Ex-President Taft, one of the wise men of the continent and the century: “In considering the conservation of the natural resources of the country, the feature that transcends all others, including woods, waters and minerals, is the soil of the country. It is incumbent upon the government to foster by all available means the resources of the country that produce the food of the people. To this end the conservation of the soils of the country should be cared for with all the means at the government’s disposal”—*should be cared for with all the means at the government’s disposal*. The development of agricultural land for the most profitable use for the present should always be part of a plan to prepare that land for being used still better in time to come. If we consider the ultimate object of cultivating land, we will put more wisdom as well as energy into our attempts. That ultimate object is nothing less than ministering to the advancement of civilization.

In brief, in the consideration of rural production there will be some help towards clear thinking and wise planning by bearing in mind at least three objects to be attained: First, the development of the occupation of farming, to make it more profitable and more satisfying to those who follow it; second, the development of rural production, to enable and cause it to contribute more and more to the prosperity and well-being of the nation; and, third, to enable and cause the occupations and the other interests of rural life to minister more and more to the advancement of civilization itself.

The farmer's occupation is primarily directed to produce food and the raw materials for clothing, such as wool and cotton. He has to move and manage soil, select seeds and grow crops. Through these he collects sun-power into usable forms for the sustenance and service of the race. His business is to make arrangements, and carry them out as far as he can, whereby some of the power of Old Father Sun will be captured by wheat plants, potato plants and other plants. When these and their products are consumed as food the captured sun power is set free inside the eater and keeps him going. For carrying on that difficult and indispensable service, surely the farmer is entitled to a reasonable and satisfying share of what is produced. That share is what is known as wages and profit. He only is a really good farmer who grows crops at their largest and best, increases the fertility of the soil, develops the power of the plant, augments the service rendered to the community and improves the beauty of the place.

Canada has in use about 28,000,000 acres of field crops to capture sun power. Probably 20,000,000 acres of that area are in these three Western Provinces. Is the fertility of the soil being kept up, is it being exhausted, is it being increased? To get an answer, the Commission of Conservation carried out a survey of 2,245 farms. We asked questions of 2,245 farmers located all over Canada. We took them in groups of about thirty or forty—in all about sixty groups, from British Columbia to Prince Edward Island. On this point we made a definite enquiry of the farmer as to whether the fertility of his farm was being maintained or was deteriorating. Here is the answer: 30 per cent of them reported about the same yield per acre as twenty years ago, 40 per cent reported some increase in yield, and 30 per cent reported some decrease, as compared with twenty years ago. That is to say, the land, as used by 30 per cent of all the men reporting, was poorer in its power to produce crops, than it was twenty years before. From Manitoba, 32 per cent of the farmers reported about the same yield per acre as 10 years before; not one man reported an increase; and 46 per cent reported some decrease in the yield per acre. That is a summary of the answers to the question when put under an intelligently conducted survey.

We want in Canada more serious and intelligently conducted surveys of our conditions in order that we may acquire real knowledge of facts as they are. Then we can come to conclusions and plan our course of action to deal with the facts discovered and properly interpreted. In the West the lure of land was for a time similar to the lure of the Yukon; and the lure of the Yukon in the main led on to disappointed men, deteriorated health, and parts of the Yukon left with less material substance that could be called wealth than it had before. There is some excuse for the pioneers taking more than one generation's share of the fertility stored in soil by the beneficence of nature during long ages of preparation. In the pioneer days they needed and had some right to more than their share of this store of natural wealth while making the place ready for occupation; but after that first need is satisfied it becomes their duty to make the place more fertile while in their hands.

The history of other countries and other farmers sheds light on our problems; and we may be instructed, to our great advantage, by their experience. In central New York wheat growing was followed successfully for forty years. During twenty years more the success was doubtful. Then it became definitely unprofitable. With a climate favourable for agriculture and propitious for crop-growing, it took forty years of exclusive grain growing to make that system unprofitable, and twenty years more to compel the farmers to stop that sort of practice. Ohio, Indiana, Illinois, Iowa and other Western States either have or are making similar history. I have gone over them and talked to the old men; from 30 bushels of wheat to the acre they came down to 14.

Where do we find any example of the opposite kind? Do you remember that enquiry: "Can anything worth while come out of Judea?"—one of the despised places of the time. An American scientist, a great agriculturist, Professor King, of Wisconsin, went to China on a mission to study its farming, and to see how he could help China by the application of modern methods based on science. In China, where cycles of centuries have succeeded centuries, with a dense population gathering their living from the soil, he had to admit that they had developed such a system of farming that there was no way in which western science could aid them. The Chinaman knows how to grow beans, or some plant like beans; and thus out of the inexhaustible stores in the atmosphere he gathers nitrogen for the enrichment of his soil. He saves and applies all material having manurial values. He grows legumes. He follows a systematic rotation of crops. He keeps down weeds. There is no other way. The place is doomed, doomed to exhaustion of its fertility, if the farmer cannot or will not grow clover, or alfalfa, or beans, or peas in between the other crops. Japan is another example. In this time of stress, until quite recently, many thousands of tons of shipping were used by the British to carry beans from China and Japan to Britain. They grew

so many beans that they could spare them for other nations, besides furnishing food for themselves and enriching the land.

We can afford to take a lesson from even our enemy in the war. Germany is a country with a soil which on the whole is not naturally very fertile. Within about 30 years she had been able to effect an increase of about 30 per cent in the yields per acre of her crops. On the other hand, over large areas of Canada our methods of farming are exhausting the fertility of our farms to some extent; and there is danger that the fertility of considerable areas will be reduced below the point of profitable farming.

Let me direct your earnest attention to the need of increased production of foods at the present time. Every nation in the war is, officially and unofficially, doing its best to contribute its utmost so that the common and united effort will bring victory to our arms and cause. We in Canada say we are doing or are going to do that. At this time the food supply in Europe of our Allies is the gravest problem they have to face. There has not hitherto been a more perilous condition of uncertainty regarding the outcome of the war. That is owing to the danger that there may not be a sufficient supply of suitable foods for the armies and the civilian populations of the allied nations in Europe.

The world is face to face with a food shortage of very grave proportions. So great is that shortage that one cannot hope that the production of the present year or next year will overtake it. Unparalleled though the efforts of farmers have been and will continue to be, the world can hardly escape the danger of famine until the 1918 crop is harvested. Even under the most favourable of climatic conditions it will be some years before the world is again producing foodstuffs sufficient for its usual needs. And just when this food shortage is upon us, men and women in war work are being called upon to put forth efforts that are unprecedented in history and for which they require an abundance of the most nourishing foods. It is in view of these facts that the appeal is being made for greater and still greater production. We know that the farmer is a hard working man; that he is already driving himself almost to the limit of endurance. Under the circumstances he becomes impatient of urging and has a right to resent outside meddling. We feel, however, that too much cannot be done to let him know the facts, believing that with the facts fully before him he will continue to throw the last ounce of his industry and intelligence into the work of relieving the situation.

Causes of the Food Shortage

The causes of the world wide shortage are cumulative. There was a general shortage in the northern hemisphere last year of the five big cereal crops, wheat, corn, rye, barley and oats. Of these crops 1,968,000,000 bushels less were produced in 1916 than in 1915, or about two and a half times the total quantity of these crops raised annually in Canada. Even in

normal peace times this shortage would have been serious, but its seriousness is greatly accentuated by the war. The shortage was due to several causes. One of these was the weather, over which, of course, there was no human control. The chief cause, however, was the withdrawal of labour from farm production. About 24,000,000 men are at present under arms, and it has been estimated that since the beginning of the war about 40,000,000 have been in active war service. Probably 60 per cent of these came from farms. A great part of the French army was recruited from rural districts, the skilled mechanics of the cities being retained for munitions making. The same is true of Italy and her army. The Russian army also is widely recruited from the farming classes. Coming nearer home, we have an enormous withdrawal, comparatively speaking, from the farms of Western Canada, while in Eastern Canada, besides the enlistment in large numbers from among the farm workers, there has been a tremendous flow of men attracted by the high wages paid for munitions making toward the manufacturing centres. Altogether, a conservative estimate would place the total number of men withdrawn from agriculture for fighting and munition making in the belligerent countries at some 30,000,000.

The scarcity of food has been accentuated to a considerable extent by losses due to destruction by submarines. For a long time 50 per cent of the cargo capacity of most ships crossing the Atlantic was reserved for food stuffs. Many of these ships have been sunk, as have also doubtless many others which were loaded solely with food products. Of the food supplies which were still available after these great losses, it cannot be said that they had been husbanded to the best advantage. The temporary prosperity of munition workers, many of whom are receiving higher wages than ever before, has resulted in extravagant buying and living. Taking all these factors into consideration it is no exaggeration to say that the world at present faces a food situation that is nothing short of appalling.

**Greater
Production
for 1918**

All this has occurred in the face of a campaign for greater production. But we must not now slacken our efforts. The logical sequence to the work that has been done for greater production is to follow it by a further campaign for still greater production. We should use all the experience we have thus far gained in planning and carrying forward a campaign for larger acreages and higher yields in 1918 and the years that are to follow. We can better meet the needs of the Allies by the production of food than by any other service. The farmers of North America are in a better position than those of any other great wheat producing section of the globe for contributing to the food needs of the armies in Europe. A given tonnage of shipping can carry over twice as much grain from America as from Argentina and three times as much as from Australia or New Zealand. It is vital at this juncture and will continue vital until the end

of the war that shipping be employed on the routes where it can be used to greatest advantage. One of the most effective ways to conserve shipping is to provide as large a proportion as possible of the food requirements of the Allies from North America.

The urgent question, therefore, is to discover the methods by which we can increase our exportable surplus. This surplus can be augmented in three ways: First, by increased production; second, by the elimination of waste; and third, by the shifting of consumption on this continent from foods the armies and civilian populations of the Allies need to those which cannot be sent forward for their use.

There is no reason why Canada should not adjust its eating to help the war situation. It might not for a time be cheaper or convenient. It might not pay, but who is talking of making money out of the risks we run of losing the war. If a widespread campaign, with clear statements and enthusiasm, could shift our home consumption from wheat flour to oatmeal and cornmeal, to the extent of at least half, we would provide millions of bushels more in the year for the armies and the Allies. We ought to do it. It would be a great help. There will be on this continent plenty and to spare of corn and oats; there may not be enough wheat to spare for the needs of the armies. To do this is a patriotic duty and war service. There will not be enough to go round unless we save and prevent waste.

Elimination of Waste

Much can be done to increase the exportable surplus by the elimination of waste. The total amount of food wasted in a country like Canada is enormous.

That total is made up of the aggregate of small wastes. In many towns, organizations have been formed for the purpose of educating the people in methods of preventing waste. People also need education regarding the amount of food necessary to maintain the body in a healthy condition. They require to be taught what quantities and kinds of food constitute a maintenance ration. It should, for example, be made common knowledge as to what would constitute a maintenance ration for a week for a family of five. All that is saved from any form of waste would go to swell the exportable surplus which is so much needed to relieve the pressure of partial famine in Europe.

The Shifting of Consumption

The exportable surplus of wheat, beef and bacon and their products can be materially increased by shifting consumption from these products to cornmeal, oatmeal, vegetables, fish and other food materials which cannot be exported or are not so desirable for that purpose as wheat, beef and bacon. It is not generally known that when properly cooked one pound of oatmeal has a nutrient value equal to two dozen eggs or to one and three-quarter pounds of beef. One pound of beans contains food elements equal

to one and one-half pounds of beef. Three pounds of potatoes and one pound of cheese are equivalent to three and one-quarter pounds of beef. In the United States a great effort is being made to stimulate the consumption of corn with the object of saving wheat. A saving of almost 50 per cent can be effected in the consumption of wheat products by a family without hardship. It is easier for us to make this shift in consumption than for the men at the front. Living under such an enormous strain as they are it would impair their fighting efficiency to make a radical change in their rations to food materials with which they are not familiar. We on whom the strain falls lightly in comparison can shift our consumption very largely. Here again the aggregation of a great number of small savings would amount to a very great total; and that total would go to swell the exportable surplus of those food products which are most desirable in feeding the splendid men who are opposing German arrogance and military barbarism on the battle lines in Belgium and France.

How can we bring about an increase of production? What are the factors that enter into what I shall here call the operations of farming? Soil fertility; temperatures and rainfall; systematic rotation of crops; cultivations; selection of seeds; labour; machinery, tools, and equipment; live stock: Some of these are only partially within the control of the farmer and then subject to limitations caused by seasons, weather, markets, available labour, etc. I shall not attempt a discussion of each; but hope I may serve you by a few observations upon those factors through which intelligent control may accomplish most.

As to soil fertility: In these western provinces and all over Canada the one element of plant food that becomes seriously scarce is nitrogen in some form of nitrates. Over every acre of land there rests in the atmosphere enough nitrogen for a million and a half crops of wheat. It is at the disposal of whoever is wise enough and capable enough to bring it into his service. That is where the clover, pea and bean plants become the capturing workers. Recently water-powers, through the agency of electricity, have been used to fix a small part of that nitrogen and make it available as a fertilizer. There are other advantages through growing nitrogen collecting plants. The decaying remains of roots and other parts of plants in the soils enable them to retain moisture. You know nature is a very marvellous manager and farming is a most complex and difficult occupation. The cooks, the agents that prepare in the soil the food that plants must get through their roots, are myriads and myriads of bacteria. Without the work of these lowly forms of life, crops could not be grown, and the bacteria cannot live unless there are in the soil the decaying roots and other parts of previous crops. Their fibre also holds the soil in position. I have seen parts of the countryside where, by foolish farming, the fibre had been so utterly destroyed that the winds of spring swept

the surface clean off, and sometimes carried the seed with it. A systematic rotation of crops helps to conserve and increase soil fertility. The Commission of Conservation survey of farms disclosed that over Canada a systematic rotation of crops was followed on 28 per cent of the farms.

Selection of Seed

The power of the plant, to overcome obstacles in finding and assimilating the food which it takes in through its leaves and roots, is determined by the kind of seed it comes from. That is the essence of being thoroughbred, being able to overcome obstacles of all kinds. Certain plants have that quality more than others, and their seed will give plants that can do that better than others.

It is quite certain that if the crops in these three western provinces last year had all been grown from selected seed, there would have been, from the same soil, the same labour and the same climate, not less than 70,000,000 bushels more grain. With a rich soil and a favourable season, there is not so much advantage. Under those conditions a feeble plant can get its living and accumulate a surplus, but when conditions are difficult and the season unfavourable, then the selected seed gives a plant with power to overcome these difficulties in an increasing measure. That indicates the advantage of having all the farms sown with selected seeds. The selected seed gives an assurance of the biggest and best crops that the soil and the climatic conditions will permit for the season. Seventeen years ago, I began a competition for boys and girls all over Canada in which they were to select the big heads of grain on their fathers' farms. I got a great response and the competition began over the width of Canada with 1,500 boys and girls in it. At the end of three years the evidence was that those who had followed systematic selection had made gains, in quantity and quality, equal to about 30 per cent of the yield. From that competition arose the Canadian Seed Growers' Association; and now the grain sown on thousands of farms in Manitoba, Saskatchewan and Alberta is grain improved by selection according to the plan of the Canadian Seed Growers' Association.

It is necessary to improve live stock in a similar way; but I shall not discuss that question this morning. However, before I leave this part of my theme I wish to submit a few illustrations to prove that the things I am talking of are not merely theories but are statements of facts and conclusions from those facts. In the survey of farms conducted by the Commission of Conservation, to which I have already alluded, we had in mind always the advantage of preserving a sense of proportion between the collection of information and the action that should follow the collection and interpretation. The Commission inspected these 2,245 farms and kept records. By examining the reports it is found that the ten best managed farms out of every one hundred gave about 50 per cent more crops

to the acre and more than 50 per cent more profits to the farmer than the average of all the other farms surveyed. That is fact, not theory. If by any means the other farmers could be led to follow similar systems and methods and to do their work as well, the result would be 50 per cent more yield in crops. Of course, I know that it is not possible at once to change all the minds and change all the methods, but we can work towards that end; and 50 per cent more yield in our crops last year would have meant 400,000,000 bushels more grain in Canada. And that is not all that may be accomplished; that is not the end. Of these farmers, who were at the top in our surveys in Ontario, Quebec and the Maritime Provinces, 22 were chosen as Illustration Farmers. We sent one of the Commission's expert counsellors to visit those Illustration Farmers three or four times a year—not to make them do what we wanted, but to offer them counsel, to help them to utilize the best knowledge and judgment that any of us had for use on their farms. What was the result? On these best farms, which were already much above the average, after three years, the Illustration Farmers reported that their business had been bettered in crops and profits from 10 per cent to 30 per cent. The best men were thus still going forward and going up. The possible improvement is incapable of exhaustion.

**Better
Organization
Necessary**

We need more and better organization of our forces, in two spheres. Better organization is needed on the individual farm as a going concern—as a producing and business undertaking under the management of the farmer. And better organization is required in respect to the public services outside the farm, which may and should contribute to the advancement of rural production and the betterment of rural life. At this near-the-end stage of my address there is time only to mention, but not to discuss fully, the main points.

On the farm: The farmer can and must organize his own general and particular kinds of ability for use in the management of his business, and in doing the work of the farm. In large measure, whether the largest and best crops shall be gained from a constantly improving soil depends on the capacity of the man. Capacity arises from understanding the system of farming which is suited to his land, his means and his available markets. It includes the making and carrying out of definite plans, and also ability to perform the skilled labour of farming and to utilize to advantage other labour, including that of men, horses and machinery. For the development of such capacity and ability he must have suitable education. Such education may be in part from schools, or reading, or observing, or learning from discussions which bring out the truth; but it will be, even through these as first agencies, from practical experience. Here, as in all education worth the name, the first fruits and the ultimate

personal benefits will be an increase of intelligence, practical ability, good judgment and co-operating good-will. These qualities, these powers do not come by instinct or by intuition. They are developed by series of experiences in observing, in gaining knowledge, in planning, in carrying out plans, in recording results and in coming to general conclusions for guidance in the next series of experiences. By such processes as these the farmer learns to organize his personal powers and to develop them for application to his business and work.

Outside the farm, the organization and development of public services which aid rural production are going ahead rapidly. One needs only to mention departments of agriculture, experimental farms, demonstration farms, illustration farms, travelling instructors, district representatives, field crop competitions, etc., to be reminded of the many forms of organization of service outside the private farm, which are helping or are intended to help and are capable of helping every farmer.

Steps have been taken to make credit, or the use of capital, available to producing farmers. Capital, as I understand the thing itself as distinguished from the many pleasant names under which it hides its real nature and its functions, is what is "left over" by a community or the race at any time after it has consumed by living and using a part of what it has produced. It is the "left-over" after the consumption and destruction by the tear and wear of living and eating from day to day. Many of our economic difficulties and distresses have arisen from the control of the 'left-overs' having been allowed to pass into the hands of greedy and selfish men who have not regarded themselves as trustees of the 'left-overs.' The uncontrolled personal and private control of the 'left-overs' of wealth is coming to an end. Efficient and effective public control will put more of them at the service of producing workers, particularly, I think, to aid rural production. Of course the rural producer must not be given the place and power of controlling the 'left-over' for his personal advantage as against the community to whom the thing itself really belongs. The farmer must give security for wise use of the share of the 'left-over' or capital which is made available to him to enable him to increase rural production. And he must give security to preserve and return it intact, with interest, for further use by some other producer as soon as he has accumulated enough 'left-overs,' of his own production, to enable him to make the best practicable use of his land and available labour. The length of time during which the use of capital loaned should be assured to him will depend upon the object for which he wants or needs the use of it. For buildings, live stock and machinery the term might vary from 3 to 5 years, according to circumstances. For permanent drainage the term might be longer. For specially useful seeds 2 years might be necessary to enable him to return it and at the same time to have an equivalent of 'left-over' or capital from his own production.

The thought I am trying to make clear is complex. I leave it by stating that it seeks to get a correct conception of the fundamental relation of capital to production and of the inherent right of the community or people, through their laws and institutions, to control the use of all 'left-overs' after the original producers and contributors have consumed their share in living.

Some of the other services, outside the farm, which are in process of better organization are storage facilities, methods of marketing and transportation. The point I want to make is that all these services should be controlled more and more to ensure that all charges for them shall be only enough to provide moderate compensation for services rendered between the rural producers and the urban consumers and, *vice versa*, between the urban producers and the rural consumers.

It ought not to be beyond 'the resources of Western civilization' to remove the obstacles to rural production caused by lands which are withheld from use to obtain for their nominal owners an unearned or community-created increase in value. To use a simile from the anecdote of Stevenson, his original engine and the 'coo'. If the 'coo' does not voluntarily get off the track, "it will be hard on the coo."

In a word the increase and improvement of rural production and the advancement of rural development are to be sought in order that benefits may accrue to the occupations and to the characters and capacities of individuals and communities; and in order that, through these, contributions of continuously increasing value may be made to national well-being and to civilization itself. Some of the ways and means to be immediately followed and used have been indicated. For us of this generation the promised land may be only for our children. But if we set our faces and our hands and our hearts, with resolution and diligence, to such tasks as I have tried to outline we will make such contributions of things, of intelligence, of ability to manage and of co-operating good-will that we shall pass on to our children and their children the kinds of 'left-overs' which will enable individuals and communities to realize their highest and best possibilities through rural civilization.

MR. J. W. DAFOE: My experience of the farm, and I presume it is the experience of many more in this gathering, was such that, at a very early age, after a survey of the situation I took the stage for the city. When I did that, some thirty-five or thirty-six years ago, there were a good many thousand lads of the same age in Ontario who did the same thing. That has continued year by year ever since, and is continuing to this day. The result is that in every province in Canada there are farms where the production is merely a percentage of what it ought to be, owing to the lack of intelligent and sufficient labour. And it is not a fact that the farmer boys and farmer girls have stepped from the farms to positions of affluence and influence in the city; in many cases the boy from the farm is

driving a dray or doing work of equal importance, or is immured in a factory, while the daughter of the family is a typist in an office. Yet, despite those conditions of life, they prefer the city to the country, notwithstanding the supposed charm of rural life. These conditions, continuing for years, are producing and have produced the most abnormal state of affairs. There are, it is said, 100,000 fewer people on the farms of Ontario to-day than twenty years ago and that in that province, which is regarded as the first farming and agricultural province in Canada, the urban population to-day exceeds the rural. Even in western Canada, where the beginnings date from but yesterday, we have, at least in Alberta, a very high percentage of the population living in towns and cities. In Australia, which is also a young country, a majority of the people live in the cities. That is a monstrous state of affairs; it is no more reasonable than it would be for a pyramid to rest upon its apex. But for all these conditions there are reasons which cannot be removed by speeches, or resolutions, or articles.

They are derived from circumstances which must be analyzed, considered and removed, and that is a work to which, at last, the attention of the community is being directed.

Conservatism of Farmers

During the last hundred years the organization of business and manufacturing communities has been revolutionized, while the farming population has had little consideration. That has been largely due to the farmers' traditional conservatism. The dominating characteristic of the farming population, until a very recent period, was its intense conservatism, its pronounced individualism, its refusal to co-operate, its blind adherence to convention and to dogma, with the result that in all the industrial and commercial adjustments which have been going on, the interests of the farmers have neither been looked after by themselves nor by anybody else. Back of economic causes there is usually a political cause, and politically it is a notorious truth that the farmers are the most constant quantity in politics. If you were to analyse the vote cast at an election in an Ontario township sixty years ago with that cast at an election to-day, you would find that the percentage of the vote cast for each party would vary but slightly. Generations succeed generations and they step in the old ruts, and they think the old thoughts. Consider where other industries would be to-day had they not thrown off the bonds of traditionalism. Farming is a primary industry, and yet this industry, upon which cities depend, upon which our great transportation systems are built, has, until recently, been an outcast in the matter of getting that reasonable consideration from accumulated capital which is as essential to modern business development as the sun is to the growing of the crops.

Organization Must Precede Improvements If we are to have increased production, we must have all those organic improvements and adjustments of organization to which Dr. Robertson has referred so eloquently. The first and most potent factor in increasing production is increased monetary returns, because, in this world, people are influenced mostly by financial returns. People have fled from the farm to the city chiefly owing to their inability to secure a suitable reward for their labours, because the intervening agencies between themselves and the ultimate producer—their superior organization—assimilated or took an undue proportion of the profits and because they failed to receive from other community organizations, such as banking, that encouragement and sympathy to which they were entitled.

Within the last few years, however, a marked change has come, and, as might have been expected, it has emanated from the farmers themselves. In western Canada there has been a development of the co-operative spirit and an era of free thinking among the farmers. To a very large extent they have shaken off their adhesion to conventions and inherited notions; they have become students of economics and of public; they have been and are demanding from all the agencies of our modern civilization, their share of help and consideration, and the results have been immediate. Within the last ten years it has occurred to bankers, for the first time, that perhaps the farming point of view is entitled to consideration. That is typical of the attitude of all forms of organized business. Nothing more promising has happened in Canadian development than the rise in western Canada of the grain growers' associations. They have brought farmers together, taught them to meet and exchange opinions, and have tended to eradicate that pronounced individualism which often ran to suspicion, and which, in the past, made it impossible for farmers to help one another. They have induced the farmers to study the questions of government and of economic development. This latter has led to the creation of an annual gathering, representing the farmers of this province, at which public questions have been discussed with an ability which would stand comparison with our formally elected legislatures and which, getting into touch not only with political life but with business and banking life, is compelling those powers to recognize their obligation to study problems from the farmers' point of view. The greatest effect of this awakening will be increased production. If we can make life on the farm reasonably profitable, production will increase; scientific agricultural educational facilities will be provided and co-operation will develop.

Civic Efficiency and Social Welfare in Planning of Land

BY

W. F. BURDITT

Chairman, St. John, N.B., Town Planning Commission

LAND is the primary source of all production, the foundation of our homes and industry. The conservation and development of our country's resources, the health, prosperity and happiness of our people depend upon the manner in which we plan and utilize the land. And yet the fore-sighted planning of the land, until quite recent years, received but little thought or attention.

With respect to the country as a whole, there has been but little effort to plan with foresight its economic development. Is it not safe to say that, had it been possible to survey and plan with a vision of the future a transportation system for this great Dominion, in advance of its development, it would have been possible to devise a railway service that, with half the expenditure would have been at least equal in efficiency to what we have; or, on the other hand, that with skilled and co-ordinated planning more effective service might have been obtained with the same expenditure? In like manner, no comprehensive scheme has been followed in laying out the highways of the country. An immense saving in the cost of highway maintenance and transportation could be effected were it possible to plan anew the entire highway system of the country.

I wish particularly to refer to the planning of land for urban development—the land that lies within, without, and around our city boundaries—and to the influence that such planning may have upon the efficiency and social well-being of the community.

Proper Planning Essential

Western people will say they have had quite sufficient planning of land to serve for some time; what they now need is something that will enable them to absorb, digest and assimilate the extensive plotted areas which lie around every western town. Of planning of a certain kind I freely admit there has been more than enough. That kind of planning has not been confined to the western provinces. Nearly all this planning, whether of railroads that span the continent, or of city streets in the subdivision of agricultural land, has had individual gain for its main object, while control in the public interest has been almost entirely absent. In the planning of land for urban use, the subdivider is not the only party interested; the prospective occupier and the community should also be considered. The object of

intelligent planning should be to harmonize these three interests, which are not so divergent as might appear.

The subdivider thinks he has a right to do as he likes with his land, so he lays it out in rectangular blocks, parallel to his boundary lines, to secure the greatest number of building lots within a given area; this without any attempt to co-ordinate his particular plan with that of adjoining property or with any other part of the city plan.

Upon this continent the tendency has been to unduly magnify the rights of the individual, especially the rights involved in the individual ownership of land, to the neglect of community rights. As a consequence, the planning of our towns and cities as well as of the country has been left to uncontrolled individual and competitive enterprise.

Land is not the product of human genius or industry; it is the gift of the Creator and the heritage of all people. Every man has a right to sufficient of the earth's surface to enable him to live, so that in Canada, with its 3,729,665 square miles of surface, among eight million people, there should be no crowding. The title to the land was originally vested in the Crown, which signifies that in the first instance it belonged to the people as a whole. The obtaining from the Crown of a title to a few acres, or a few thousand acres, constitutes merely a trust that may at any time be withdrawn if the authority from whom it was originally obtained finds such course expedient. Titles may pass from one to another, the land change its so-called ownership a thousand times, but there is always back of the individual title, what is termed the right of eminent domain, a recognition of the fact that the Crown—the Government representing the people—has always the right to take back any portion of the land, paying the holder merely for his acquired interest therein. It follows, therefore, that where there is this right of eminent domain there must also be the right to control, in the interest of the community, the use to which land shall be put and the manner of using it.

The city is the home of the community, and should be planned as we plan our homes, for the benefit of all its occupants and with every possible provision for their health and happiness. When a man wishes to build a house he obtains the best mechanical skill he can procure and plans his house so that it will be well adapted to its site, convenient and commodious, with ample space and abundant light. He will give due consideration to sanitation, economy of service and maintenance, and to everything that will tend to provide him with a home as comfortable, convenient, healthful and attractive as his means will afford.

The City is the Home

The city is not only the home and dwelling place of the community, but it is also the work-shop; hence it needs to be planned as we plan our modern factories, with every possible facility for commercial traffic. The city may be well

planned, badly planned, or not planned at all, but, as in the case of the individual dwelling or factory, its convenience and attractiveness, its healthfulness, the economy of its service and its efficiency for business, its effectiveness for all the functions that a modern city is called upon to fulfil, will depend upon the skill and foresight exercised in the preparation of a well-conceived and comprehensive plan, which makes, so far as practicable, provision for the future needs of the community. It should, however, be planned as a whole, functioning the different parts to the needs of the whole community; one part should be for work and service, another for rest and still another for recreation. It follows that the effective planning of a city involves the proper choice of sites for the different parts; industrial establishments should be located on land best suited to industrial purposes, while the residential portion, the rest-room of the city, should be protected from the noisy intrusion of the work-shop.

Expert advice should be secured When we plan our houses and our factories we pay anywhere from three to ten per cent of the prospective cost for expert advice. The best expert advice obtainable in town planning would probably not cost one-tenth of one per cent of the expenditure involved, yet so little have we as communities appreciated the importance of comprehensive and foresighted planning for a city's development, that only in rare instances has such advice been sought.

Not infrequently, a factory grows, as most of our cities have done, by external accretions, added from time to time as the need for expansion arises, until ultimately the whole aggregation becomes so inconvenient and ineffective in meeting modern requirements, so costly in operation, that it pays to tear it all down and build anew. Many a city finds itself in the same plight as the obsolete factory, excessively burdened with overhead charges because of lack of foresight in its planning. You cannot, however, tear down and rebuild the ill-planned city as you would the old factory. On rare occasions, as the result of some calamity, the opportunity comes to a city to rebuild upon better lines, as in San Francisco in 1906, but advantage has seldom been taken of even such opportunities.

Expense of Delayed Action Almost every large city and town in England has spent vast sums of money in the last twenty-five years in removing and improving congested districts, and in assimilating independently planned districts in the surrounding suburbs. For the most part, the cost of improving congested districts has been met by the increased rental value of the improved area, but the expense of providing or connecting and assimilating independent drainage systems, avenues of traffic, and the like, in the newly built accretions around most of the large cities has involved the loss of an immense amount of capital, that might have been avoided by comprehensive planning under control

of the municipal authorities. It has been estimated that not less than \$30,000,000 has been lost to the ratepayers of Great Britain in the last thirty years for lack of the town-planning powers which they now possess under the Housing and Town Planning Act of 1909.

Many of the larger cities on this continent have in recent years expended large sums in correcting the errors of bad planning. Philadelphia, for instance, is spending millions in cutting diagonal streets through its rectangular blocks and many other cities are only deterred from similar undertakings by the immense cost involved. Toronto, though comparatively young, is contemplating extensive and costly improvements of a similar character for the purpose of relieving congestion caused by its gridiron plan. One of the most difficult and costly of our present-day civic problems is the provision for traffic, not merely or chiefly the conveyance of merchandise, but the conveyance to and fro of the vast number of people who find employment in the business and manufacturing centres of our large cities; but in the planning of our cities it has received but little consideration. Streets have been laid out as though it were anticipated that the traffic would be evenly distributed throughout the city's area, yet experience and statistics indicate that three-quarters of a city's traffic radiates from the centre outward. This means that there should be a sufficient number of arterial thoroughfares radiating outward from the centres of trade and commerce, which, in their aggregate capacity, will have to take care of seventy-five per cent of the city's traffic. We say 'time is money,' while every year we are wasting a large percentage of our time and productive energy in travelling around these rectangular blocks; for the distance is forty per cent greater than by a direct diagonal course. A further and equally serious objection to the gridiron plan is that it is impossible to determine in advance which of these parallel streets will become traffic streets, be devoted to business or remain residential. In other words, the plan affords no means of differentiation as to the character of the street. While a few may prove to be too narrow, ninety per cent are made wider than necessary, entailing enormous waste in the cost of construction and maintenance. In truth, this plotting of streets in parallel lines crossing each other at right angles is done without any reference whatever to facilities for traffic, easy gradients, drainage, economy in construction and maintenance or any other consideration, except that of securing the largest number of building lots out of a given area of land.

Advantages of Diagonal Streets

In the west, where townsites are generally on level areas, considerations of topography and grades do not enter so largely into the planning problem as they do in the Eastern provinces, but, even where the site is comparatively level, there are many cogent reasons other than those I have mentioned for departure from the gridiron plan. One is that such a plan affords little

opportunity for architectural effect; unless a building occupies the whole side of a block only two sides at most may be exposed to view. On the other hand, either a radial or diagonal street plan will afford numerous opportunities at the junction of converging streets where a three-front site will be available, and further, it is possible to so arrange streets, meeting at different angles, that a building occupying such a position becomes the central feature in the vista of one or more of the streets converging at that point.

Not less important than an effective street plan is the provision of open spaces—playgrounds and small parks at frequent intervals, with larger parks wherever suitable and easily accessible land is available. We have not, in Canada, appreciated as we should, the value of our water-fronts. No doubt we will more highly appreciate these and similar things when we become a little less absorbed in acquiring wealth and begin to think a little more of the amenities of city life and the elevating influence of natural scenery coupled with artistic effect. Reservation of land for parks and parkways, whether on the water-front or elsewhere, can usually be made at small cost to the community if made at the right time, with provision for appropriating the resulting increase in value of adjoining property.

**Influence of
City Planning
on Character**

The character of the plan has a very great influence upon the character of the people who become occupants of the land and indirectly upon the social status and well-being of the whole community. We have only within the past few years awakened to the fact that we have in many of our cities, areas in which, though limited in extent, the congestion is as great and the conditions generally almost as bad as in the slum districts of the older cities of the United States and Europe. We have been hearing a good deal about the housing problem and its consequences; but what are its causes? Principally, need and greed—the need of people to live or find shelter in some place not too far removed from their work, and the greed which prompts men to take advantage of this fact. These men, having acquired possession of a small portion of the earth's surface, tax their fellow citizens all they can stand for the privilege of living upon it. In time, the need or the greed prompts the tenant to subdivide his apartment or to take in lodgers, and thus room over-crowding follows upon land over-crowding.

In olden times, cities became congested because of being ringed about with stone walls. In these days they are encompassed by a ring of land speculators and circumscribed by the limit of the five-cent fare. The housing problem is, therefore, in part a transportation problem, and the problem of transportation facilities enters largely into the planning of land. Prevention is better than cure, and in planning for the future growth of our cities, coupled with proper restriction and control, we can

if we will, prevent land over-crowding, which is the primary cause of all the ills associated with bad housing.

The custom in this country of subdividing land into 25 x 100 foot lots, with a rear alley running between two tiers of lots, invites congestion, and, coupled with the inflated prices at which lots are sold, has a direct tendency to over-crowding. It not only encourages, but almost forces, the building of houses in solid rows. The provision of the rear alley is in itself a recognition of the fact that sooner or later the entire width of every lot will be built upon at the street end, so that access to the rear can only be had by the rear alley. But the rear of the lots, being thus accessible by a sort of semi-public thoroughfare, it is not long before someone conceives the idea of turning the rear portion of his lot to account by putting up another and usually much inferior building there; and then another and another follows his example until a double row of shacks or cheap inferior houses fronting upon a narrow street or alley 15 to 20 feet wide, for the care and up-keep of which the city acknowledges no responsibility. A slum is created and the entire block is depreciated in value. Housing reformers in Washington and other cities of the United States have found it necessary to buy up large blocks of property for the purpose of ridding the city of slums created in just the way I have described.

It is sometimes argued that the crowding of land is necessary in the interest of the wage earner who cannot afford to pay the high rents that are supposed to result from a more liberal use of land. High priced land, we must admit, results in crowding, but the converse is equally true, for the more people you crowd upon a given area of land, the higher the price which must be paid for its use. There is no greater fallacy than that which supposes that rents are permanently, even if temporarily, reduced by crowding.

The character of occupancy is influenced by the planning of land, but planning, however good, is of little value without effective control. Many of the more enlightened real estate dealers have recognized the value of restriction both to themselves and their clients. In the absence of any civic or municipal control, they establish by agreement with their customers, restrictions as to the number of houses that may be erected on a given area, the character and even the cost of the houses that may be erected and how far they shall be set back from the street. They prohibit the erection of certain kinds of buildings and endeavour to exclude from the limited area which they control every feature that may be regarded as objectionable in a residential district. The advantages are mutual, to the subdivider a better price for his land, to the purchaser stability of value, and to the occupier and limited community in which he dwells, amenity and pleasant surroundings. There is some question as to how far restrictions thus created as a condition of sale, can be enforced against subsequent purchasers, and it is consequently doubtful

whether they can be permanently effective. Moreover, restrictions thus imposed by private agreement have only a very limited effect so far as the general welfare of the community is concerned. They usually apply only to what is termed high-class residential property. The areas that are subdivided to provide building sites for the great mass of the people are subject to no reservation or restriction other than the occasional stipulation of a building line. The men of small income, the wage-earners and workers of the community, who are in a great majority, have as much right to light, air and breathing space, to pleasant and healthful surroundings, and protection from undesirable intrusion as their more fortunate fellow citizens.

It is not unusual to see land plotted for residential purposes that is much better adapted for industrial or other use, or to see a useful but offensive industry established in the midst of what would otherwise be a desirable residential district. Thus, the mere making of plans is not sufficient. Along with far-sighted and comprehensive planning of land for the future expansion of our cities there should be vested in the municipality power to so far control the use of land as to make its plans operative and effective in accomplishing their purpose for the benefit of the whole community.

Before closing, I would like to make a brief reference to what we are doing along this line in my own province. The Legislature of New Brunswick, in 1912, at the instance of the Town Planning Committee of the St. John Board of Trade, passed a Town Planning Act, the provisions of which were based upon the English Act of 1909. It is permissive in its character but can be brought into operation, subject to certain conditions, on the initiative of any city or municipal council. St. John has taken power under this Act for the preparation of a town-planning scheme, covering an area of approximately five miles radius from the present city's centre. Part of the area is within the city limits, but by far the greater part is in the outlying parishes, which are controlled by a separate authority. One of the most important advantages conferred by the Act is that it makes it possible for the controlling authority, in co-operation with other local authorities, to make plans for expansion beyond its present boundaries and co-ordinate all the diverse and independent planning of different interests in one comprehensive scheme. St. John claims the credit of making the first move in Canada for town-planning legislation and to have been the first to commence the preparation of a town-planning scheme. We have not, so far, made very rapid progress with the preparation of our St. John scheme, but, with the assistance of Mr. Thomas Adams, Town Planning Adviser to the Commission of Conservation, who has done so much to arouse the people of Canada to a sense of the importance of this subject and to an interest in municipal affairs and civic improvement of every kind, we hope to make more

rapid progress in the future. We are already deeply indebted to Mr. Adams and the Commission of Conservation for the very valuable assistance they have rendered during the past year or more.

The preparation of a town-planning scheme involves a great deal more than the making of a map or plan. The plan is in fact only the visual expression and illustration of the scheme. The scheme itself is concerned with the laying out of streets; it locates and reserves land for main thoroughfares, for parks, playgrounds and open spaces, and determines what shall be done and what shall not be done with relation to the occupation of land for building purposes, prescribes the width between building lines, limits the height of buildings, the number of houses per acre in specified districts, and indicates how the cost of street construction and drainage shall be provided. It embodies in effect a set of by-laws under which the future development of the city is to be controlled by the municipal authority. When completed and approved the scheme has all the authority of a special act of Parliament. The objects I have spoken of cannot, of course, be accomplished without some interference with what are termed individual rights and the rights of property, but the rights of the community are ever paramount to those of the individual.

For a quarter of a century or so preceding the outbreak of the war, so rapid was the development of Canada, so great were the opportunities for gain, that as individuals we became almost wholly absorbed in the acquisition of wealth and, as communities, in the increase of population and the expansion of our commerce and industry; while the amenities of life, the health and happiness of the masses, received scant consideration. The war, with the enormous sacrifices it has entailed for the purpose of upholding the ideals of free citizenship, has thrown into new perspective our relationship to our fellow men, and all the obligations and responsibilities which such relationship entails. We begin to realize that the accumulation of wealth is not the highest object in life, that the possession of wealth is itself insecure and of little advantage while city slums are breeding places of pestilence, and the masses of the people, the real wealth producers, are unhappy, discontented and largely incapacitated for work by the sunless and insanitary conditions under which they eke out a precarious existence. Let us hope that our men of thought and action will take a greater interest, not only in the planning of land, but in all that has for its object the social well-being of the community.

Planning and Development of Land

BY

THOMAS ADAMS

Town Planning Adviser, Commission of Conservation

Mr. Chairman, ladies and gentlemen: It is recognized that land in Canada—the greatest of all our natural resources—has not been planned and developed in the best way to promote its economic use, and with the primary aim of stimulating production. The orgy of speculation has passed and we see the extent of the injury it has caused to production and the physical and moral injury it has caused to our people. Our resources in these western provinces have no end that can be visualized if we could conceive them to be properly organized; but as at present organized their end appears to be fast approaching.

The absence of a sound system of development for the economic use of land and all natural resources, and of human resource and energy as a raw material of wealth, has brought us face to face with acute financial and social problems which will not be solved in this generation unless we show ourselves more awake to the significance of present tendencies and conditions.

We cannot separate town and country, or province and municipality, or manufacturing and agriculture. Their interdependence must be recognized. We must establish confidence in government organization under our federal system unless we desire to revert to autocracy; we must impose more confidence on the base of government organization, which rests in the municipality.

To promote industry in town and country we must recognize that production alone makes or increases wealth, and that speculation diminishes production, and therefore diminishes wealth. Urgent as are our urban problems, our chief attention needs to be directed to our rural problems. In connection with the rural problems we need

1. To plan and develop land for economic use
2. To promote closer settlement and closer connection between manufacture and agriculture
3. To provide facilities for co-operation, rural credit, education and social intercourse.

**Agriculture Must
be Made to Pay**

There is no simple solution of these problems; planning and development will only provide the foundation on which to build. We must plan to promote values and methods of production as well as to guide physical development.

It is folly to force increased production from agriculture without making agriculture a better paying business; it is equal folly to use government money to increase production and not make it easier and cheaper to produce, nor to take into account the probable increase of production in England and other countries.

In new countries self-interest is apt to be so strong that it prevents people from realizing the truth that whatever artificial condition is injurious to social well-being, whatever impairs health and lowers vitality, is destructive of productive capacity and proportionately lessens our wealth. We know that natural resources in themselves are not a source of wealth, and that the real source comes from the human energy and skill we apply to whatever resources are available. Instances are numerous where crowded populations live in poverty with ample natural resources at their call, and of others, where an energetic and skilful people have founded great wealth on comparatively small natural resources. Some people seem to think that increase of population and of capital only are needed in Canada to develop our resources, whereas these things may neither increase wealth nor production per capita unless we apply more science and organization to develop our resources.

Our fault has not been that we have not planned, but that we have been planning for the wrong purpose. We have assumed that it is more important to get uniform and straight lines than to pay regard to economic and natural conditions. As intelligent beings we should adapt our plans to nature for the purpose of stimulating production, instead of blindly ignoring nature and causing unnecessary burdens to be borne by producers.

Classification of Land

One of the first requirements in connection with planning a rural territory is that we should make a proper classification of the land and find out the purpose for which it is best adapted.

For want of planning, farms are too scattered, there are far too many roads and there is insufficient population per square mile to make and maintain good roads or to enable us to get facilities for co-operation and education. With all our vast resources calling out for more population to develop them, we have the parallel problems of high cost of living and unemployment. For instance, we speak about the difficulty of settling a few hundred thousand returned soldiers when we should be ready and willing to absorb a few millions. These were pre-war problems. Enquiries made into the problem of cost of living and unemployment before the war showed that the chief causes were the lack of proper equilibrium between town and country and a proper system of land settlement and of scientific organization of production.

There are conditions in the cities and towns where people are suffering from poverty, bad sanitation and over-crowding, simply due to the want

of foresight in planning; and there is also poverty and degeneration in our rural districts. Enquiries made by the Commission of Conservation show that poverty and isolation together cause physical and moral deterioration of the worst kind in the country districts. For want of planning and classification, land has been settled upon from which it was impossible for the settlers to make a living. In spite of these past mistakes, we are now developing new homesteads, hundreds of miles from railways and market centres, and are failing to recognize that the cost of distribution from these new settlements, even when the land is fairly good, makes it impossible for the farmer to produce at a profit. Meanwhile, large areas near railways lie idle—either in the hands of speculators holding for a rising market, or because they need drainage or clearing, or owing to the sub-division of the land into building lots 30 years before it is needed for building. While the sub-divided areas represent diminished production from fertile land lying near the market, there is also great loss to the community due to the fact that long stretches of vacant lots near towns are served with sidewalks, pavements, sewers, water-mains, etc., which produce no revenue to the owners, and greatly increase taxes on productive industry. Heavy burdens have to be borne by reason of the fact that swampy and low-lying areas are built upon, and have to be drained at great expense for pumping. Such land often costs more to develop than it is worth. Surely we have enough good land to go round without wasting money on bad land that cannot be developed on a sound economic basis.

**Loss by
Unnecessary
Deaths**

These are one or two of the problems which are being created in our towns and rural districts, and the respect in which our economic loss, from the lack of proper development, is greatest is in the injury that is done to human life. Dr. Hattie, Medical Officer of Health of Nova Scotia, estimates that our economic loss from unnecessary deaths in Canada is \$150,000,000. Prof. Irving Fisher, of Yale, estimates that the saving possible from better conditions of public health in the United States is far greater than one and one-half billion dollars and may be three and one-half billion. In northern America it is estimated, on the highest authority, that we lose 690,000 people annually in deaths from preventable causes. These are appalling figures, even to-day, when we are accustomed to the toll of human life which is being taken in Europe. Feeble-minded children cost America \$90,000,000, and crime costs \$600,000,000 a year. A great proportion of this loss could be saved if proper hygienic measures were taken by government authorities. We cannot estimate what proportion is due to individual neglect, and in any case, it may be difficult for us to secure any improvement in that direction; but we know that much of the loss is due to lack of intelligent development and to criminal indifference, and that we only need courage to remedy these evils by means of government organization.

I am only able to indicate very briefly some of our immediate needs in Canada, apart from the prosecution of the war itself. In my judgment, these matters need to be taken up as war measures. The very sacrifices which are being made in the war demand that we who are at home should devote our attention to laying the foundations which will insure healthy living conditions and increased efficiency in the future.

The following recommendations follow the lines of certain proposals I have made in a report on rural planning and development* which will shortly be published by the Commission of Conservation. I commend them to your attention, as being the first steps necessary to be taken to enable us to apply proper remedies for such social evils as we have and to promote national prosperity in the future.

1. The Federal and Provincial government machinery for dealing with the control of the planning, settlement and development of land should be extended and improved; the surveying branches of the governments should be strengthened and more elaborate surveying work assigned to them; and a complete and co-ordinated system of federal, provincial, and municipal administration of land resources should be devised, with the whole organization centralized in a department or permanent commission of the Federal Government.

2. A comprehensive survey of the social, physical and industrial conditions of all rural territory should be made, with the object of ascertaining the main facts regarding the problems of rural life and rural development, and of enabling constructive proposals to be made regarding the development of the human and natural resources of the country. This survey should comprise, *inter alia*, a complete inventory of all lands which have been already surveyed and homesteaded, with a view to securing their proper settlement, and devising means to lessen injurious speculation. Settlement of remote areas should be suspended while the survey is being made, and no Crown lands should be settled until after proper planning.

3. Provincial governments should reconsider their systems of administering colonization highways and municipal affairs, with special regard to the need for securing more co-ordination, uniformity and efficiency in all matters pertaining to local government, and for increasing the responsibilities and powers of municipal authorities under the skilled advice of a central department in each province.

4. Model regulations setting a minimum standard of sanitation and housing, building construction and general development should be agreed to by Provincial governments and municipalities in joint conference and then made compulsory in each province.

5. Carefully planned model towns or 'garden cities' should be established on suitable sites as object lessons in industrial development, and of increasing production by scientific means and providing more varied opportunities for labour, including returned soldiers. Areas in these towns should be reserved for both manufacture and agriculture, on lines which have already been successful.

**Rural Planning and Development*, by Thomas Adams, Commission of Conservation, 1917.

6. Planning and development acts, corresponding to the draft act of the Commission of Conservation, should be passed in Ontario, Quebec, Saskatchewan, British Columbia and Prince Edward Island, and the town planning acts in the other provinces should be changed in name and widened in scope, so far as may be necessary, to make them applicable to deal adequately with both rural and urban development. All rural and urban land should be planned and regulated by proper 'development schemes', prepared under such planning and development acts, with a view to securing health, convenience, efficiency and amenity in connection with its use for building or other purposes, and discouraging speculation.

7. The problem of re-instating ex-service men into industrial and social life should be dealt with by the municipalities under the guidance and control of provincial departments, and provision should be made for placing such men in suitable and congenial vocations, either in rural or in urban localities. They should be placed where their abilities can be put to the best use, where it is reasonably certain that adequate reward can be obtained for their labour, and where facilities for social intercourse and education are available.

Development schemes dealing with wide areas should be prepared in advance of any settlement on the land of returned soldiers, and such schemes should be economically sound, independently of the financial aid that may be given as a reward for military service.

The chairman intimated that any discussion of the papers which had been read and further discussion of the returned soldiers and other problems would be resumed after luncheon in the Fort Garry hotel.

The Problem of the Returned Soldiers

At a special session of the conference held immediately after lunch in the Fort Garry hotel a formal discussion took place on the subject of the problem of the returned soldiers. Mr. Thomas Adams occupied the chair and introduced Mr. Louis Kon, Director of Immigration and Colonization for Manitoba.

MR. LOUIS KON: By virtue of my occupation I am mostly concerned with the land settlement of returned soldiers. To deal intelligently with that phase of the returned-soldier problem, a careful survey of the existing land conditions is necessary to decide how our productive agricultural lands, at present in the hands of people who do not till them, could be utilized for the above purpose. The land question at large, and particularly as applied to the settlement of returned soldiers, requires largeness of vision by those who are considering it, either for study or for practical purposes.

Settlements for Soldiers

To make a success of the proposed plan of the Dominion Government it will be necessary to have the returned soldiers placed on lands in districts served with transportation facilities—lands which, unfortunately, are no longer publicly

owned. It is also essential that the settlements be planned, having in view both the economic and social ends. In Canada the areas properly planned, and which might be available for settlement, either for returned soldiers or for the anticipated after-war immigration, are very limited.

The spirit with which Canada ought to approach the land problem will have to be founded more or less on the same sentiment as Lloyd-George recently expressed when addressing a body of British workmen: "Don't be always thinking of getting back to where we were before the war; get a really new world". I firmly believe that what is known as the after-the-war settlement will be a settlement that will direct the destinies of all classes for generations to come. Therefore you are doing well in giving your time and thought to considering, and considering deeply, on a bold and daring scale, what you are going to do after the war.

J. H. T. FALK (Secretary of the Social Welfare Association of Winnipeg): We should not consider the problem of the returned soldier without at the same time considering his brother, sister, mother, and father, and those who are in industry. In adjusting labour conditions after the war, those displaced by the returned soldier must be considered. Much is heard of placing the returned soldiers on the land, but many of them will not go on the land, and if they are given homesteads, or other land, and \$3,000 in cash at various intervals, will, as soon as that \$3,000 is exhausted, return to the cities. Winnipeg has a large number of Slav immigrants who have taken the place of the absent soldiers, 95 per cent of whom were accustomed to working, or earning their living, on the land in Europe. The future of Canada depends upon increased production, under favourable conditions. If we could take this potential power for production, as represented in these Slav immigrants, and put it out on the land, we might have work in the cities for returned soldiers.

**Unemployment
Question After
the War**

The Commission of Conservation should organize a department to concentrate and co-ordinate work in regard to the adjustment of conditions after the war, and it should not be limited in any sense. We want to register our manpower and, if possible, our woman-power, with a view to service after the war; we also want to register the power of those who are fighting, or who have enlisted to fight, and the power of those who are going to be displaced by those who have enlisted, when they come back. We should then be in a position to plan for after the war. We should also have a Dominion system of information bureaus on labour conditions. These information bureaus, supplying the necessary information, will demonstrate quite clearly that we must reconsider the use of private and public capital, also the question of unemployment insurance, if we are to have the kind of social conditions and possibilities that we all hope for.

MR. F. A. COVERT (Montreal): After the war there will be a very great demand for food supplies and manufactured articles, by reason of the destruction caused by the war, and that fact is to be borne in mind in relation to the question of employment. If peace were declared tomorrow, the two hundred and fifty or three hundred thousand men who are at the front would not return to Canada for at least thirty months. Steamship facilities would not be available, and for that reason the problem will almost solve itself—the men who have volunteered for service at the front are going to decide for themselves what line they are going to take up.

ALD. OWEN (Vancouver): The subject most worthy of consideration at the present time is provision for the widows and orphans of the soldiers who have been killed, and the families of those who are maimed. These should be dealt with by joint action between the Dominion and provincial authorities. In British Columbia the men who have gone to the front are miners, lumbermen, fishermen and men of such callings, and they are not the class of men who are going to take to farming.

MRS. TORRINGTON (Toronto): We must regard the returned soldier as we would the boys whom we start out in life, we must provide them with employment that they will take pleasure in and that they are fitted for. The men should, therefore, be classified, to ascertain just what each individual man is fitted to do, and they should be given the privilege of taking up the work they desire. That perhaps may be done through our agricultural colleges and schools, through the technical classes which already exist and, it is to be hoped, through an added number which may be brought into existence for this very purpose.

MRS. JOHN DICK (Winnipeg): The present problem concerns the dependants of the soldiers. A government separation allowance of \$20 a month to the wife without any children and the same allowance of \$20 a month to the wife with nine children is an absurdity. The woman with nine children receives a separation allowance of \$20 a month, and, with half her husband's pay, this amounts to \$40 a month; on this it is impossible to live. The government should raise the allowance to \$25 a month for a wife with children and allow \$6 a month for each child. Manitoba has now a patriotic tax and, for the simple reason that Manitoba has sent more soldiers to the front in proportion to the population than any other province, the people here are the more penalized. Then there are the returned men, who have been discharged with a gratuity of \$50 although their earning power has been decreased fifty per cent. In a civil case recently a jury awarded the plaintiff \$10,000 damages for injuries received and nearly \$6,000 special damages. If it is right for a private company to give such compensation, what about the right of the government as to men who had sacrificed everything.

PROF. STOUGHTON (Winnipeg): On the Greater Winnipeg waterway, the land is divided into units of about forty acres each. It is very good land and adapted to intensive farming, for the products of which a market would be found in Winnipeg and elsewhere. The matter of planning was first considered and a departure was made from the good old gridiron system in favour of roads laid out so as to secure greatest convenience.

A tract of thirty or forty acres has been reserved for the purpose of a village centre, for school, church and other buildings. Besides this, there will be reservations along both banks of the river, about fifty feet, so that the owners will not own to the river. This work has been done by special permission of the Dominion Government. In addition to the arrangements which have been made under this plan, the departments of the government are providing for instruction and help in the matter of farming and planning, of co-ordination of effort and resources and of marketing products.

A delegate from Victoria, B.C., said: Referring to the remarks made as to the inadequacy of the pension—at first it was \$20, but the government in Ottawa realized it was not sufficient, and it was raised to \$32, with \$6 for each child.

MR. NELSON RATTENBURY (Prince Edward Island): A department should be formed by the government to exploit foreign markets with regard to industries peculiar to Canada, such as lumber and its products, paper, etc. The returned soldier should be trained and educated for that purpose.

MR. W. F. BURDITT (St. John): Mr. Dennis, of the Canadian Pacific Ry., struck the right note when he said that the returned soldiers, instead of being turned loose upon the community when they are brought back, should be provided for in concentration camps under the care of the Dominion Government. There they should be educated and gradually adapted to industrial pursuits. What is needed is something along the line of the Duke of Manchester's scheme in England, which provides a technical manufacturing establishment, where the men can gradually take up lines of industrial work. Such a scheme should also provide some instruction in agricultural production.

MR. T. F. MILNE (Port Arthur): I had the privilege recently of hearing an address by Col. Hogarth, who had returned from the front. Col. Hogarth's opinion was that our soldiers would come back entirely changed men. They had been living under very different conditions, had been subject to a rigid discipline, which might rob them of much of their initiative, and most of them would require to be treated with patience by the citizens of Canada. Some system of supervision will be necessary for these men after they return, to assist them in every way until they get back into the regular routine of their lives.

MR. W. COUSINS (Medicine Hat): If every one is ready to do his 'little bit', some solution will be found for the problem of taking care of the returned soldier.

COL. GEORGE C. NASMITH (Department of Health, Toronto): Some time ago we spent many an evening in France in our little mess, discussing this very problem of what the men would do and would want to do when they returned, and how they would be absorbed into the life of the community. From what we had seen, we came to the conclusion that many of the men who had been working in clerical positions in cities, now that they had had a taste of life in the open, and had become rugged, would go to the farm in preference to the city. That was the conclusion arrived at then. We have now had to reverse that conclusion. We find that the men, even those who had come from the land, will not go back to the farm when they come home, because, for one reason, they have become more or less gregarious; they have lived together, and men who had lived a lonely life before, have now had friendship for years. They have made strong friendships, and they have come to a different point of view on almost everything.

The returned soldier to-day is a man who cares very little for wealth or for position; he will look you right in the eye and tell you exactly what he thinks. I have had that experience; I have had men applying for positions who had been private soldiers, and, although I was in uniform, they would come in and talk to me in a way they would not have dared to do if they were in uniform. They have seen things, and they realize a good deal of what is real in life. When we talk of the returned soldier, we must consider, first of all, his mental point of view. The returned soldiers, particularly those who have been in the field more than two years, have been and will be to a large extent spoiled for ordinary work. Many things they considered worth while before will no longer attract them. They consider, for instance, that the question of making money is not the greatest thing. The system under which the wounded man lives, and is encouraged to do nothing, in the hospital, really trains him to be a loafer. He is deliberately trained to do nothing. The first thing to do with the average man when he comes back, is to get him gradually broken in to the idea of working and becoming a citizen of the community. I know myself—I am back sick and I can speak from personal experience—that it has taken me practically to the present time to get the point of view of the civilian that things here are worth while. The man at the front has passed through great experiences, and, when he comes back, the ordinary things of life seem dull and unprofitable. In some way he has to be got out of that attitude, which is largely mental.

Economic conditions after the war will play a large part in the absorption of the returned soldiers. Whether competition be great or not, I do not think these men will go on the land unless some means can

be provided whereby they can live together and have a community life. I do not think they will consider for one moment going back on those large farms on the prairie.

MRS. ADAM SHORTT: If you want to develop the country, you must take the woman's side of it very markedly into consideration. There have been instances in recent years and they still exist, in the neighbouring province, at any rate, where some women are living lives harder than the bought slave. They are working from early morning to late at night, and, besides doing the manual labour, are rearing future citizens of this country, although they have not had that professional medical care which every woman should have. Some of the western provinces have begun to realize these things and have started provincial hospital units, which will be a base for nursing and hospital service for the women of those provinces, and give that protection to the mother in her trials that has not been given to her in the past. The woman question is greater on the farm than in the city. City women have developed by meeting together and reading, but the women in the country could not be expected to stay there unless they have facilities and enjoyment equal to those of city women. When the daughter is expected to rise early, wash on Monday, bake on Tuesday, iron on Wednesday, scrub on Thursday and so on, do you think that after she has made a visit to her cousin in the city, any strong inducement, except the strong love and affection for a young man, is ever going to take her back again to follow the steps of her mother? That has to be considered in any system of rural land development.

MR. D. M. FREDERICKSON (Minneapolis, Minn.): What has been said in connection with town planning in the West is really trying to close the door after the horse has gone forth. The towns have all been planned by the railway corporations, without regard to the people; the only consideration was how to obtain the best grade, and the towns were consequently placed in mud-holes and laid out in square lines of a certain size. I would suggest that the lots reverting to these towns on account of arrears of taxes be made available for community purposes.

BUSINESS SESSION

The conference then resolved itself into a meeting of the Dominion Civic Improvement League, for the purpose of considering various resolutions. The chairman stated that the league had been formed during the time of war, and, at the first meeting, it had been decided that it was undesirable to have any definite constitution other than the provision which was necessary for the purpose of forming a council to call the annual conferences and deal with the resolutions passed at these conferences. Owing to the unsettled state of national affairs and the difficulty of securing concentration of the public mind upon social questions,

it would perhaps be desirable for the league to continue its work without having any regular constitution and without much change in the personnel of the national council. To put this matter to a test, he submitted the following resolution:

Resolved, that the Dominion Civic Improvement League be continued in the form adopted at the previous conference in Ottawa, and that the present membership of the Dominion Council be requested to act until the next annual conference of the League, with power to make such additions to their membership as they may deem expedient.

This resolution was put to the meeting and adopted.

It was resolved that the following western representatives be added to the Dominion Council: Commissioner F. M. Black, Edmonton; Mr. G. W. Markle, Winnipeg; Commissioner C. J. Yorath, Saskatoon; Ald. Owen, Vancouver, and Mrs. H. Day, Victoria.

The following resolutions were passed by the meeting, after being duly moved and seconded by delegates:

1. Whereas, the present method of planning, dividing and settling land in Canada for agricultural purposes has not met with that measure of success which might be expected, having regard to the great natural advantages possessed by the Dominion, the League again endorses its previous resolution to recommend the Federal and Provincial governments to make a complete survey and investigation into the problem of rural development; to consider a more scientific method of laying out the land so as to encourage the settlement of lands near to existing means of communication, and secure closer settlement of the population, more co-operation among farmers, and better facilities for transportation, education and social intercourse.

In view of the conditions likely to arise after the war, and in connection with the return of soldiers from the front, the League desires especially to direct attention to the need of this problem being dealt with in the immediate future.

2. That the League again directs attention to the want of economy and efficiency in municipal government which in their opinion is not due to any absence of administrative ability or executive skill in the Dominion, but to the lack of proper means of educating and informing public opinion, of co-operation between the provinces and municipalities, and of co-ordinated and skilled provincial departments dealing with municipal affairs and capable of advising and assisting local administrations.

3. That the system of registration of voters and election of representatives in all forms of government needs revision and that the Dominion Council of the League be requested to place the question of proportional representation on the agenda for discussion at the next annual conference.

4. That the teaching of citizenship in the schools be urged as of vital necessity to secure a better informed and wisely directed public opinion on civic problems.

5. Whereas, there is at present no uniform system of municipal accounting and reporting in Canada, and, whereas, the benefit of such

for mutual help, information and guidance is incalculable; therefore, be it resolved, that this convention place itself on record as favouring such uniformity and lend its moral support to the Union of Canadian Municipalities which is already engaged in advancing this principle.

6. That the provincial governments be urged to pass planning and development acts in all the provinces so as to secure that land will be laid out for purposes of economic use, health, convenience and amenity.

7. Whereas, in any system dealing with employment, public employment offices under the direction of government are essential, and whereas, the larger the territory organized, and, consequently, the greater the number of occupations concerned, the more easily can problems of employment be dealt with; therefore, be it resolved,

That it is urgently desirable that every province in Canada immediately organize—if it has not already done so—a nucleus of an employment office system which may be developed as requirements demand;

That these provincial systems should be uniform and that measures be provided for closer inter-provincial co-operation; and

That this co-operation be effected through a Federal Bureau to be established in connection with the Dominion Department of Labour.

8. (a) Whereas, there is need for more efficient and uniform legislation and administration relating to vital statistics in Canada, under which each province shall compile its statistics to enable comparisons to be made between the different provinces, as well as internationally, and

Whereas, the minimum standard for collecting vital statistics should at least be equal to that adopted by Australia and the United States; and

Whereas, public health problems, immigration and knowledge of the man power of the country cannot be studied without the aid of accurate statistical information;

Be it resolved, that the Census and Statistics Office at Ottawa be congratulated on the steps it is taking to improve the methods of collecting vital statistics and that the said office and Provincial governments be memorialized regarding the urgency of further measures being taken to collect more accurate and comprehensive data regarding vital conditions.

(b) Whereas, there is no satisfactory system of collecting and tabulating municipal statistics in Canadian provinces and the municipalities within each province have sometimes radically different standards, and

Whereas, municipal expansion is proceeding and municipal expenditure increasing at a rapid rate in Canada, and municipalities are unable to get the advantage of any comparative study of municipal developments and statistics;

Be it resolved, that the Dominion Government be urged to institute a Federal system of municipal statistics in co-operation with the municipal departments, bureaus, or branches, of the Provincial governments.

9. Whereas, the problem of returned soldiers is of pressing national importance and should be dealt with independently of the problem of land settlement, and

Whereas, the organization of effective means of educating ex-service men to the class of industries for which their inclination and ability will suit them, other than those who are disabled and who are therefore

being taken care of by the Hospitals Commission, requires the attention of a skilled and non-political federal commission acting in co-operation with the provinces and municipalities, and

Whereas, land settlement should not be forced or artificially stimulated in the sole interest of disposing of lands or increasing rural population, and

Whereas, the establishment of any colonies or the promotion of any system of land settlement should be carried out on scientific lines and with due regard to the economic use of the land, so as to secure the facilities necessary for increasing production in all classes of industry, including manufacture and agriculture, and

Whereas, there is need for an elaborate survey and inventory of land resources and the preparation of complete topographical maps of land in Canada, the opportunity should be taken to employ those ex-soldiers who have suitable training for this purpose to make a survey of these resources and prepare the necessary maps.

Be it resolved, that the attention of the Dominion and Provincial Governments be drawn to the importance of these matters, notwithstanding the work that is already being accomplished by the Dominion Government through the Soldiers' Aid Commission.

10. That the League records its adherence to its previous resolution in favour of better laws to control immigration, to improve civil service standards and to form a Dominion department of public health.

EVENING SESSION

Dr. A. J. Douglas, Medical Officer of Health, Winnipeg, presided, and introduced Dr. Helen MacMurchy, Inspector of Feeble-Minded for Ontario.

DR. HELEN MACMURCHY: Public health is not now, as it was a century ago, a subject that is without a literature, a science or standards. England has led the whole world and still leads in public health, and the work of the pioneers of that movement was done not quite one hundred years ago. We now have two standards for the measurement of public health and these are just as exact as engineering or any other standards. One is the typhoid death rate in any community, and the other, a greater and wider standard and of wider application, is the rate of infant mortality. The paper prepared by Mr. Coats, Dominion Statistician, pointed out defects in connection with the collection of vital statistics. In England one hundred years ago they had these statistics. Registration of births in this country is not as complete as it ought to be, but even with the registration we have, we are advised of the situation, because we have reports of the infantile mortality rate in those portions of the Dominion where birth registration is fairly satisfactory. For example, in Ontario our infant mortality rate is somewhat better than it was at the beginning of the century, 1900 or 1901; it now averages 102 per thousand births per year. Compare that with the infant death rate in some of the towns of the province. In Woodstock, the death rate is considerably below 100,

while in another city the infant death rate is 200 out of every 1,000. That is a terrible death rate, and shows we have yet much to do. Infant mortality is high where the sanitary authorities neglect their duties. Great Britain is fast lowering her infant death rate; in New Zealand it is something like 50 per 1,000 births; so it is apparent that attention will very largely reduce the infant death rate.

Typhoid and Sanitation

The typhoid death rate is an indication of the sanitary condition of a community. Cities are divided by sanitary authorities into first, second and third classes, according to the typhoid death rate. If a city of 100,000 inhabitants has ten deaths from typhoid in a year, we speak of it as first-class; if it has twenty, second class, and thirty, third-class. It is quite possible for a city to reduce its typhoid death rate to zero, and that is what Winnipeg is trying to do. The great cause of typhoid is an impure and improper water-supply. Quite true, there are some epidemics which are milk-borne. There is hardly a city or town that has not cases of typhoid every year, and, when one realizes it is an absolutely preventable disease, one sees how much remains to be done for public health.

We must house our people so that the houses will not hurt their bodies. Dark and overcrowded rooms invite tuberculosis and other diseases. Well did Sydney Webb speak of the soul-destroying conditions of the one-room dwelling; for if there is anything else that causes the soul of man to languish and droop and die, it is having nothing that is worthy of his love. The affection of us all centres round home. How can the slum child grow up to be a worthy citizen, with nothing better to look back on as the ideal of home than such conditions as must exist in a one-room dwelling?

PUBLIC HEALTH WORK AND ITS APPLICATION TO CHILD LIFE

Col. G. C. Nasmith, of the Department of Health, Toronto, gave a very able and succinct description of health conditions among the armies at the front, showing in detail how outbreaks of disease and epidemics had been successfully met. From the experience gained by health officers, he gave it as his opinion that, in the future, epidemics will not be of very great concern, except in the case of venereal diseases.

Conservation of Life

Continuing, Col. Nasmith said: The results which have arisen and the facts which we have obtained have pointed to the necessity of conserving the lives of the people. The British people, for instance, and the French people, have lost so many men and will lose so many more, that they consider the greatest problem facing them now, from the health standpoint, is the conservation of human life at its beginning. They are, therefore, concentrating, in England, particularly, on the problems of pure milk, child welfare, housing,

and medical inspection of schools, activities which have been in operation to a more or less extent during the last few years. So great has been the interest aroused in these problems in England, that the great London newspapers have taken up the problem of obtaining pure milk and week by week they call attention editorially to the necessity of improving their milk supply, because of the great part it plays in the conservation of child life. The great lessons and the future of public health work during the next few years will lie along those lines. Conservation must be the key-note of our aims. We will have to elaborate our system of medical inspection of schools and of child welfare, and concentrate more and more upon the problems of obtaining pure milk. While these problems have been more or less satisfactorily solved in some of our cities, the solution reached needs to be applied in the smaller towns and rural communities. In Toronto, the milk supply is now 100 per cent pasteurized, and this condition should apply to all Canada. It is just a question of practical conservation; you can save on the one hand a great deal, by spending a small amount on the other.

**Control of
Venereal
Diseases**

The paramount problem and the one which will directly concern us is that which has been reported on to the British Parliament by a Royal Commission—venereal diseases. Sir William Osler has said that venereal disease is one of the four great killing diseases, and the one which causes more misery in the world than all others put together. The problem of how to handle venereal diseases heretofore has been very difficult and almost impossible to attack. They have been the so-called social, or secret, diseases, and it has been felt there was little use discussing them because nothing could be done. But during the last few years, however, we have obtained results which indicate that these problems are not so difficult as they formerly were. This has been brought about by the discovery of a specific cure for one of them, syphilis, which can be practically cured in something over 90 per cent of cases. Now we see some hope, as outlined by the Royal Commission, and certain suggestions in its report are already being partially adopted in Canada.

**Protection of
Innocent Victims**

There has been a great agitation for compulsory notification of these diseases, but the Royal Commission reported against it, because, as they said, the physicians would not report them. Men would not go to physicians because the doctors would have to report them, and they would be driven more and more to take advice from charlatans and quacks and unauthorized practitioners. So, rather than make the conditions worse, they have refused to endorse this compulsory notification. The hope lies in the fact that they have provided the machinery to compel municipalities to establish, throughout the country, in certain

centres, clinics for venereal diseases. People may go to these clinics, have their cases diagnosed quietly, and be treated free from all expense. The Commission feel that this secrecy is justifiable, because a great deal of venereal disease has been innocently contracted and they refuse to take the responsibility of putting into the same category those who have innocently contracted this disease and those who have not. They say that gradually, when men and women know they can be cured, they will go to these clinics and take the cure.

**Free Laboratory
Diagnosis**

Canada has practically no Dominion public health committee. We have certain advisory bodies, but we have no machinery for taking up and forcing municipalities to do what they do not want to do; that is left largely to the province. Ontario proposes to add to its laboratory work the free diagnosis of venereal diseases. In Toronto, we expect to make the diagnosis for any physician, for we consider that this is the basis on which the problem is to be solved. We, in Toronto, feel that if notification were compulsory we could perhaps in this way make some advance. There are venereal disease clinics now at the Toronto General Hospital. The difficulty is that men or women are partially treated; they think they are cured and refuse to come back, when they are probably only half cured. Under compulsory notification, if a man refused to come back before he was cured and was considered to be a menace to the community, we could compel him to do so under the Public Health Act. This problem is, in my opinion, one of the greatest in Canada.

DR. FRASER: Perhaps the most important subject that we or any nation can deal with is that of public health. A great writer has said that the greatest concern of any nation is the public health of its citizens. Conservation of life is the watchword. The toll of death from disease has been and will continue to be greater every year. Almost too late we completed our organization to fight for freedom; almost too late we may make our organization to fight for life that has been wasted in the past. The key-word of Col. Nasmith's address was prevention—prevention rather than cure. The key-word of prevention is knowledge, to bring knowledge to the people concerned. The people welcome the knowledge being brought to them in their homes and in their communities. Manitoba has inaugurated a system of public health administration, with the aims in view that Dr. MacMurchy and Col. Nasmith have spoken of, namely, to bring to the children at school knowledge of the conditions that spell disease. Religious organizations have regarded childhood as the time when moral principles should be implanted, and we are to-day slowly recognizing this, and also that the school and home are the places to inculcate the principles of health. If the addresses that have been given to-night have emphasized one point more than another, it is that a communicable disease is a preventable disease.

MRS. N. C. SMILLIE (Convener Public Health Committee, National Council of Women): We are deeply grateful for the addresses that have been given us to-night. We are certainly very glad to know that what have been considered our invisible foes are now put plainly before us, and we are also glad to assure all who are working to fight those foes that the women of the National Council are ready to assist in educating the public—to do anything that may be in our power to bring about a better condition of affairs. The relation of venereal diseases to infantile mortality is a very close one. We women are especially concerned in the questions of infantile mortality and venereal diseases.

THE MARCHIONESS OF ABERDEEN: The prevention of disease and the conservation of life is one of the most important forms of war work. They have sometimes been overlooked and sometimes regarded as of secondary importance, and it is good indeed to be reminded of how vital it is by one of such high authority as Col. Nasmith. He spoke to-night of the special efforts that were being made in Great Britain and Ireland to reduce infantile mortality. I have been requested by those who are specially engaged in this work in Great Britain to ask for the interest especially of the National Council of Women in Canada in the efforts that are being made.

Save the Babies

“Save the nation, save the babies”, is the watchword in Great Britain. This most essential war work must be kept to the fore; the greatest, the most precious asset of the nation is the human life and especially the lives of the little children. If this had been kept in view during the year 1916, there would not have been 71,000 deaths of little children under a year old out of 700,400 births in England and Wales, nor 10,000 deaths in Scotland out of 109,000 births, nor nearly 8,000 deaths in Ireland out of 90,000 births, nor would there have been the terrible contingent of little children growing up crippled and maimed and defective in various ways because of the lack of knowledge and because of the apathy of the community, of local and municipal authorities, and of the parents whose homes the children were sent to bless. We are trying to collect funds for the foundation of a great mother-craft institute to be established in or near London, where every kind of effort for the care of mothers and young children is to be carried out, so that local authorities or voluntary associations or individuals can come and study and get the best and latest information possible in the particular schemes which they wish to carry out in their own districts.

Health Education in the Schools

MRS. MURRAY (Halifax): There is a practical side to this matter of conservation of human life that seldom occurs to the most of us. We have, in the public school, machinery at hand to help us if we could make use of it. If we

began to-day to teach our children, both boys and girls, the necessity of caring for themselves and for the future generations for which they will be responsible, we would be taking a practical and advanced step towards the conservation of human life for the future. Halifax should be the most healthful city in North America. There is absolutely no excuse in the natural climate, its facilities, its situation, for anything but the utmost health, and yet in 1915 we had a very high death rate. We have talked about conservation, about the necessity of a good water supply, about pure milk for our city, and about housing for ten years, and yet we have the most appalling housing problem at the present time that any civilized community ought to have. I do not know anything about the western cities, and I am not laying any accusation against any of you, but I do hope that those of you who have so enjoyed this lecture to-night, and expressed yourselves so by your applause, are not in your own souls conscious that the community to which you belong is a thousand years behind the age in these very particulars, and that you are taking it all out in talking.

In the present stage of the war, the most important thing is to conserve the life we now have, and to improve the conditions for the life that we shall have within the next year or two. It is the duty of every community to make use of the public school for health education purposes, because most of our ill-health and most of the venereal diseases come from ignorance. The parents had failed in their duty and the children had not been warned. That is why I would suggest that we begin at the beginning with these things, and, while we are trying to right the wrongs that we have at present, we will at the same moment try to prevent the occurrence again of such wrongs by training our children aright.

WHAT CLEAN-UP HAS ACCOMPLISHED

MR. COVERT (Montreal): In Montreal we have what we term our clean-up campaign in relation to public health. We have heard a good deal at this conference of the conservation of child life. We in Montreal are carrying on a work which, in a small way at least, is solving this problem. People have a misconception in connection with the work of 'clean-up'. It is in most places a 'clean-up week'. In Montreal it is a permanent campaign. Our committee is working every month in the year, and the result we have achieved may make it interesting to you to know how we are carrying on our campaign.

Co-operation of Citizens and Authorities

The basis of our methods of conducting our campaigns is co-operation. To begin, we secured the active co-operation of the heads of the health, fire and incineration departments by making them members of our committee.

The securing of this active co-operation disarmed any possible opposition which might have occurred, and we secured the help of the entire personnel of these departments for campaign work. This contact has undoubtedly acted as an incentive to a more energetic carrying on of the routine work of these departments, and this has been one of the chief elements in results achieved. After nearly four years, this active co-operation is more enthusiastic and hearty than it was at the beginning.

We have the support and co-operation of the members of the city government; they grant us each year the funds necessary for our work.

The newspapers have co-operated very fully, by reporting our meetings and the results achieved, and by printing special articles and editorials. The clergy co-operate by preaching special sermons on 'clean-up' on Sunday. Through the school commissioners we secure the co-operation of principals and teachers of all the schools, who, in addition to giving special lessons on cleanliness and garden cultivation to their pupils, act as our agents in distributing our booklets to the children.

We issue 75,000 booklets, which are educative along the lines of cleanliness, health, fire prevention and safety first. They also give the programme of our home garden contest. Other general mediums of publicity are also used.

In addition to this, we hold mass meetings throughout the city, at which we show picture films and slides, and give lectures relative to the subjects discussed in our booklet. These meetings are largely attended by both adults and children.

Through our home garden contest we enlist the efforts of the children and their parents in the growing of vegetables and flowers in their yards. Every place entered is judged and prizes awarded. This year we have a prize list totalling \$1,275.00.

I will show the results achieved in the order of the objectives aimed at. The first was the securing of greater cleanliness. During May, 1914, our first campaign, the amount of garbage removed by the incineration department exceeded by 8,798 tons the amount carted in May, 1913, and constituted, by many thousands of tons, a record up to that time.

**Effect of
City Clean-up
on Death Rate**

This condition of cleanliness has had marked influence on the second objective we have in view, *viz.*, the reducing of our death rate. The average for the ten year period 1905-14 was 24 deaths of children under one year per 100 births; in 1916, the percentage was 18.58 per 100 births.

Dr. Boucher, our Health Officer, in reporting results, said: "From the viewpoint of hygiene there is no doubt that the campaign has had marked influence on the general state of the public health and particularly upon the infantile mortality. It might seem a vain boast to ascribe this latter result only to the efforts of the clean-up committee, because it

springs rather from a combination of efforts, and from the co-operation, intentional or otherwise, of various organizations, but it is equally true that the clean-up campaign has played no mean part in this result."

He also gave figures showing, for the last four-year period, a reduction of three per 10,000 of population in the deaths from this tuberculosis, and went on to say: "As you all know, the sanitary conditions of the home and of the neighbourhood are a prime factor for or against the spread of tuberculosis, and these figures show that the teachings concerning cleanliness must have had their share in the preservation of our population from this dread disease."

RESOLUTION OF THANKS

MR. THOMAS ADAMS: I would ask you to pass a unanimous resolution of thanks to those who have so kindly assisted in making this convention a success: The T. Eaton Co., for hanging flags around the room without charge; to the Greater Winnipeg Water District and the city of Winnipeg, for so hospitably arranging to-morrow's excursion, in which we are joining with the National Council of Women; to the business men of the city, who have provided motor-cars to show the delegates around the city; to the Research League and the Civic Improvement League of Winnipeg, who have joined together in giving us the support of their organizations and have endeavoured to help this conference in being a very great success. We have had the co-operation of the women in many ways. There has been no time for formal votes of thanks and I am endeavouring to include in this those with whom we have had the privilege of co-operating and to whom we are indebted. I would like to include the Ministers of the Government, the Acting Premier, Mr. Johnson, Mr. Winkler and Mr. Armstrong, and everyone connected with the Provincial Government who has taken part in our proceedings and helped to make this conference successful.

We have had present representatives of every province in the Dominion; we have had papers by some of the ablest men on the subjects with which they have dealt. We have enjoyed the hospitality of the city of Winnipeg, and I would like you to pass a unanimous vote of thanks to those I have named.

The resolution of thanks was put before the meeting and unanimously passed, after which the conference adjourned.

